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# MANAGEMENT PLAN

for the

## Columbia River Gorge National Scenic Area



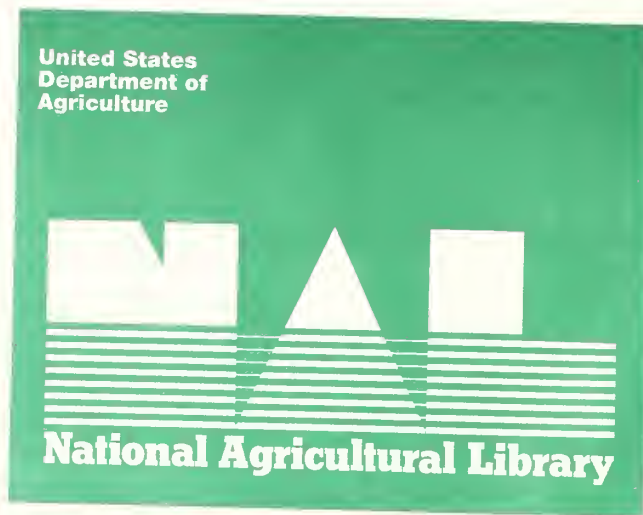
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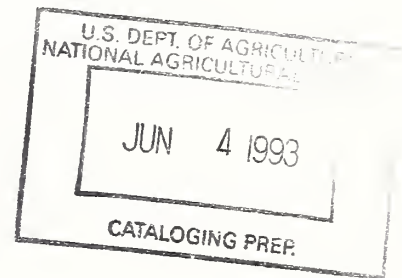


**Management Plan**  
**for the**  
**Columbia River Gorge National Scenic Area**

**Adopted by the  
Columbia River Gorge Commission  
October 15, 1991**

**Concurrence by the  
U.S. Secretary of Agriculture  
February 13, 1992**

**Printed September 1992**



*Introduction, Chapter Introductions, and Provisions for the  
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Columbia River Gorge Commission  
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*Provisions for the Special Management Area Prepared by:*

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The Columbia River Gorge Commission adopted the *Management Plan for the Columbia River Gorge National Scenic Area* on October 15, 1991. The introduction, chapter introductions, and provisions for the General Management Area were prepared by the Gorge Commission. The goals, policies, and guidelines for the Special Management Area were prepared by the USDA Forest Service, National Scenic Area and incorporated without change into the *Management Plan for the Columbia River Gorge National Scenic Area*. The U.S. Secretary of Agriculture concurred with the plan on February 13, 1992.

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### Columbia River Gorge National Scenic Area Act

## GLOSSARY

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# Introduction





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# Introduction

*God shaped these great mountains round about us, and lifted up these mighty domes . . . . He fashioned the Gorge of the Columbia, fixed the course of the broad river, and caused the crystal streams both small and great, to leap down from the crags and sing their never ending songs of joy.*

Samuel Lancaster, 1915

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The Columbia River Gorge is a national treasure. It contains an unparalleled combination of scenery, geology, plants, wildlife, and multicultural history. In November 1986, Congress recognized the world-class significance of the Gorge when it passed the Columbia River Gorge National Scenic Area Act. The proceedings and debates of the 99th Congress capture this significance:

"The Columbia River Gorge is a spectacular canyon where the Columbia River cuts through the Cascade Mountains and divides the States of Oregon and Washington. It includes abundant natural resources, including dramatic waterfalls and geologic formations." (*Congressional Record*, Senator Gorton)

"The Gorge, in itself, is an extremely important geological feature. . . . The Columbia River cut its way through the Cascade Range by eroding a 60 to 70 mile long, almost straight gorge with sharply raising escarpments of up to 3,000 feet above a river that ranges from 1/4 to 1-1/2 miles in width. . . . The Cascade Range affects climate, flora, and fauna in the region. The climate varies considerably from one end of the Gorge to the other. The western end of the Gorge has a mild,

moist climate, while the eastern end has wide temperature ranges and approaches a semiarid condition." (*Congressional Record*, Representative Vento)

"Many threatened and endangered species of fish and wildlife live there. Tributary streams of the Columbia River within the Columbia Gorge contain important anadromous fish resources . . . . The fantastic beauty of Columbia Gorge has beckoned mankind for over 11,000 years. In ancient times Chinookan and Sahaptain Indians hunted its mountains and fished along the river's edge. For centuries the Columbia River has been a major center of commerce and trade." (*Congressional Record*, Senator Evans)

"The complex geology and climatic conditions within the Gorge has produced an equally complex plant community . . . . Eight hundred plant species are found in the Gorge of which 58 are considered rare or endangered." (*Congressional Record*, Representative Vento)

"The Columbia River holds a unique place in the development of this country, and of the early history of the Pacific Northwest. It was the gateway for early traders, explorers and

pioneers. The Gorge and the Columbia River continue to have an important position in the economy of the entire Pacific Northwest." (*Congressional Record*, Senator Gorton)

"It is the location of some of the most wondrous scenic vistas in North America as well as the home of over 44,000 people. The hundreds of millions of dollars worth of commercial activity which occurs there has contributed to the area's attractive livability." (*Congressional Record*, Senator Hatfield)

"This grand old river's importance to the economy of the Northwest can hardly be overemphasized . . . . The towering waterfalls, spectacular vistas and unsurpassed recreation opportunities of the Gorge bring millions of visitors to the area every year." (*Congressional Record*, Representative Weaver)

## OVERVIEW OF THE SCENIC AREA ACT

The Scenic Area Act identifies two purposes:

1. To establish a national scenic area to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge; and
2. To protect and support the economy of the Columbia River Gorge area by encouraging growth to occur in existing urban areas and by allowing future economic development in a manner that is consistent with paragraph 1.

The Scenic Area lies to the east of Portland, Oregon and Vancouver, Washington. It stretches about 83 miles from the Sandy River on the west to the Deschutes River on the east

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*A scenic  
cruise  
aboard a  
sternwheeler  
near the  
Bridge of the  
Gods*

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in Oregon and from Gibbons Creek in Clark County to a line 4 miles east of Wishram in Washington. The Scenic Area covers portions of six counties: Clark, Skamania, and Klickitat counties in Washington, and Multnomah, Hood River, and Wasco counties in Oregon. The map at the end of this chapter shows the location and boundaries of the Scenic Area.

To achieve the purposes of the Scenic Area Act, Congress called for preparation of a Management Plan that would treat the two-state, six-county area as a region. Congress established a two-tiered management approach for preparing the Management Plan. It divided responsibility between the U.S. Forest Service and the Columbia River Gorge Commission, a regional commission representing local, state, and national interests. The six Gorge counties were authorized to implement the Management Plan through their land use ordinances.

To facilitate preparation of the Management Plan, Congress divided the Scenic Area into three categories of land: Urban Areas, the Special Management Area (SMA), and the General Management Area (GMA).

Congress designated 13 cities and towns as Urban Areas: North Bonneville, Stevenson, Carson, Home Valley, White Salmon, Bingen, Lyle, Dallesport, and Wishram on the Washington side of the river and Cascade Locks, Hood River, Mosier, and The Dalles on the Oregon side. The Urban Areas encompass about 28,511 acres. They are exempt from the Management Plan, but are eligible to receive federal funds authorized to

implement it. The Urban Areas will be the primary focus for future growth and economic development.

The SMA includes 115,100 acres of the region's most sensitive lands, concentrated primarily in the western half of the Scenic Area. The U.S. Forest Service was directed to prepare land use designations and guidelines for the SMA. It was given authority to purchase lands, or interests in lands, in the SMA, and the opportunity to exchange federal lands elsewhere for privately held forest lands within SMA boundaries.

In some instances, Congress directed that the SMA lands be managed more stringently than those in the GMA. For instance, land divisions are prohibited, new homes are not allowed on parcels less than 40 acres in size, and forest practices are regulated for scenic, cultural, natural, and recreation concerns.

The remainder of the Scenic Area makes up the GMA, which totals 149,004 acres and includes the Columbia River. The Gorge Commission was authorized to plan for the GMA. These lands blanket most of the eastern Gorge and are scattered in the central and west end of the Gorge. They are predominantly devoted to agricultural and forestry uses, but also contain scattered areas of existing residential development.

## **A VISION OF THE COLUMBIA GORGE**

Taking its cue from the Scenic Area Act and Congress's emphasis of the



qualities of the Scenic Area, the Gorge Commission began its work by developing a vision statement. This statement, which follows, provided a framework for developing the Management Plan and continues to guide the Gorge Commission's actions.

*The Columbia River Gorge is an area of worldwide importance,*

*Where scenic qualities and diverse landscapes, together with their natural and cultural components, are paramount,*

*Where development and recreation are carefully placed in a manner that protects resources,*

*Where the human presence is lightly demonstrated, and where lessons from the past are a constant guide and inspiration for the future.*

*To achieve this vision the Columbia River Gorge Commission will provide:*

*Stewardship of this legacy and trust,*

*Leadership for implementation of the National Scenic Area Act and the Management Plan,*

*Partnership with communities, tribal governments, and agencies, and*

*A vision of the Gorge as a region and the river as a bond.*

### ***Columbia River Gorge Commission*** **1988**

More than four years were devoted to preparing the Management Plan. The Gorge Commission's vision continually evolved through this experience; it was

enhanced by the thoughts and concerns of others. The following paragraphs summarize the outcome of this process. They are an explicit description of the collective effort that shaped the goals, objectives, policies, and guidelines in the plan.

The Management Plan for the Scenic Area is based upon a vision created by Congress, the Gorge Commission, the U.S. Forest Service, county and city governments, state and federal agencies, Indian tribal governments, concerned citizens, and interest groups. The vision provides a sense about the future of the Gorge 20, 50, or 100 years from now. It supplies the adhesive that binds the plan.

The first lines of the vision were drawn by Congress in the purposes and standards of the Scenic Area Act. These bold strokes call for a delicate balance of protection and development. The Scenic Area Act recognizes the human presence amidst a spectacular landscape with remarkable natural resources and presents a model for reconciliation between them.

The reconciliation lies in Congress's different treatment of Urban Areas from the rest of the Scenic Area. The vision calls for prosperous cities and towns in the Gorge. Significant commercial, residential, and industrial development is encouraged in Urban Areas.

Urban Areas are eligible for federal funds under the Scenic Area Act. They may expand over time, even at some cost to scenic, cultural, natural, or recreation resources. However, they must grow efficiently to minimize costs

of growth and to function as providers of services. In short, the vision tips the balance toward development in the Urban Areas.

The Management Plan reinforces this vision for the Urban Areas. It encourages urban development to occur in the Urban Areas and limits such uses outside Urban Areas. The Act authorizes partial funding for two centers, one on each side of the Columbia River. The Gorge Commission chose an Urban Area for a conference center (Skamania Lodge Center in Stevenson, Washington) and a location near an Urban Area for an interpretive center (The Gorge Discovery Center in The Dalles, Oregon). The Gorge Commission and the Forest Service may direct some federally appropriated recreation funds to the Urban Areas. Outside Urban Areas, new commercial development is limited to those areas where commercial development is already occurring and other areas uniquely suited to commercial use in conjunction with resource-based recreation.

Outside Urban Areas, the vision calls for protection of the grandeur of one of America's great landscapes. Standards in the Scenic Area Act require protection and enhancement of scenic, cultural, natural, and recreation resources. Development is welcome, but it must not adversely affect these resources or interfere with the prosperity of the Urban Areas. In short, outside the Urban Areas, the vision tips the balance toward protection and enhancement of Gorge resources. This vision paints a picture far from devoid of human enterprise outside of Urban Areas. It embraces

agriculture and forestry and accords a special role to recreation. The forests, pastures, and rolling cropland of the western Gorge; the woodlands, orchards, and vineyards of the middle Gorge; and the expansive grazing and wheat lands of the eastern Gorge are protected from residential and commercial sprawl. Agricultural and managed forest lands are not only part of the cultural landscape of the Gorge; they also make a significant contribution to the Gorge economy.

Recreation received much attention from Congress in the Scenic Area Act. Congress envisioned new points of access to the Columbia River and its tributaries, visitor accommodations, trails, viewpoints, and interpretive facilities. Authorization of funds for new recreation facilities gives added emphasis to the vision.

Reconciliation between protection and development of resources lies also in Congress's different treatment of the SMA from the GMA. Congress strictly limited new development in the SMA: no land divisions, no commercial development unless recreational in nature, and no new houses on tracts of land smaller than 40 acres. Congress did not apply any of these limitations in the GMA. Congress also authorized \$40 million for acquisition of interests in lands in the SMA. Acquisitions can be made in the GMA before counties implement land use ordinances, but only through condemnation. In short, Congress saw the SMA as indeed special, where little new development would occur.

The Management Plan will protect the Gorge's scenic travel corridors from

strip commercial development. In the Gorge today, a clear distinction exists between town and country. The plan will secure that distinction.

The Gorge landscape will remain largely as it is--always changing, always the same. Wild areas of the SMA will remain wild. Forests and farms will come and go, and come again. They will not be replaced by residential subdivisions. New developments will tread lightly upon the landscape and will blend into the landscape as seen from key viewing areas. Rural settlements will retain their existing character and rural way of life, including a strong tradition of home-based occupations. Enhancement programs based upon incentives for property owners and managers will, over time, sustain essential values and remove unnecessary discordant features from the landscape.

Much will be learned and preserved about the rich cultural history of the Gorge. An ambitious survey process will disclose now unknown archaeological resources from more than 10,000 years of continuous Native American culture. The Management Plan envisions a process of learning about and avoiding disturbance of cultural resources, and of interpretation without adverse effect, all in close consultation with the four Indian tribal governments that have treaty rights within the Scenic Area (Nez Perce, Umatilla, Warm Springs, and Yakima). The survey process also will provide information about the settler culture and ways of life.

The Management Plan envisions healthy populations of sensitive plant

and wildlife species throughout the Gorge, accomplished by protecting and enhancing their habitat. It will stem the loss of habitat. Buffers will keep conflicting development a safe distance from sensitive plants, wetlands, and riparian areas. Regulation of density will limit the cumulative effect of development to acceptable levels. A "no loss" policy in the SMA and a "no net loss" goal in the GMA will curb the loss of wetlands.

A chain of new wildlife refuges will emerge on the islands in the Columbia River and on river bottomlands in the western Gorge. The refuges, together with more careful regulation of grazing on public land, will improve wetlands and riparian areas over time. Incentive and education programs will lend support to traditional good stewardship in the Gorge. These programs will help improve and restore wetlands and riparian areas on private lands.

New vistas, small-scale travelers' accommodations, campgrounds, river access points, trails and other forms of resource-based recreation, both publicly owned and privately owned, will be created in rural areas throughout the Scenic Area. Like other development, however, these new recreation facilities will blend into the landscape. New facilities will not locate on the Gorge's most valuable agricultural land. Recreation growth will respond to demand within resource constraints and will be carefully planned so it does not overwhelm the Gorge and the ability of Gorge communities to support it.

Public and private partnerships will



develop--as they already have with the conference and interpretive centers--to multiply the effect of federal funding for recreation facilities. As the number of tourists and recreationists grows and generates adequate demand, alternative modes of transportation--boat, rail and bus--will become a form of recreation.

A network of connected and coordinated trails will develop, including riverfront trails and trails linked to Urban Areas. New recreation facilities, such as The Gorge Discovery Center, will entice visitors to the east end of the Gorge. This will help spread the economic benefits of tourism and relieve some of the pressure on recreation sites in the west end of the Gorge.

Stretches of the Historic Columbia River Highway now closed to the public will be restored for recreation access. They will become among the premier hiking, biking, and wheelchair facilities in the Northwest, featuring the outstanding scenery and rich history associated with this national landmark.

Recreation planning will reach new levels of coordination among landowners, recreation purveyors, and providers of emergency, public safety, and other kinds of services. Agencies will develop a system of recreation user fees to support services.

Such are some of the outcomes of the Management Plan based on a collective vision for the Gorge's future. In short, the vision and the plan seek to keep the unique resource qualities of the Gorge intact in the years ahead and to encourage growth and development consistent with these qualities, steering it primarily into Urban Areas.

## HISTORICAL BACKGROUND

The Columbia River Gorge was forged from geological events dating back millions of years. It was shaped further at the end of the Ice Age by the great Missoula floods that followed and by the vulcanism that created the Cascade Mountains. In a report to the

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*A view of the varied  
landscape the Gorge  
has to offer*

---





Gorge Commission, author and Portland State University professor John Eliot Allen wrote the following:

"The geologic evolution of the Columbia River Gorge is a result of 40 million years of predominantly volcanic activity. But it also involves faulting, folding, uplift and subsidence, erosion and sedimentation, repeated northward movement of the [Columbia River] valley, a period of cataclysmic flooding, and finally extensive landsliding. The Gorge thus exhibits a remarkable diversity of geologic events matched by few other places in North America."

The human presence in the Gorge, dating back at least 10,000 years, undoubtedly is related in part to the physical geography of the Northwest. The near sea-level passage of the Columbia River through the Cascade Mountains provided a natural corridor, a relatively easy means of movement for early inhabitants. But the river's remarkable fishing opportunities, easily accessible at Celilo Falls, also drew these early inhabitants to the Gorge. Over time, subsistence needs led to exchange and eventually to the barter among Native Americans that Lewis and Clark observed in 1805.

In more recent time, in addition to the Lewis and Clark expedition, the Gorge served as a transportation corridor for fur traders. It became a passage route for settlers and missionaries following the Oregon Trail. It was an area of tensions between fur traders and Native Americans and altercations involving Native Americans, missionaries, and settlers, culminating in the signing of treaties in 1855. The

beginning of non-Native American settlements followed, and an influx of newcomers has continued to this day.

In the last half of the 1800's, river and then railroad transportation came of age. The 1850's witnessed the beginning of the colorful era of sternwheelers plying the river and eventually the development of locks to bypass the Cascade rapids. This was followed by the financial ups and downs of the great railroad-building competition that eventually brought what is known today as the Union Pacific along the south bank of the Columbia River (completed in 1889) and what is known today as the Burlington Northern along the north bank (completed in the first decade of the 1900's). A bake-oven or two still mark the campsites of the Chinese railroad gangs that cut the rail route through the Gorge on the south bank.

The Gorge was to experience still more change in the era of highway building. What is known today as the Historic Columbia River Highway, started in 1913 near Troutdale, was pushed through to Hood River in 1915 and finally completed to The Dalles by 1922. A sensitive balance between engineering necessity and the beauty of its surroundings, this highway opened the Gorge to recreation and stimulated growth and development in communities on both sides of the river. As automotive transportation became more universal, the present Washington State Highway 14 was pushed through in segments, and bridge crossings of the Columbia River replaced ferries at Hood River (1918) and Cascade Locks (1925) and eventually The Dalles. These changes

were capped finally by Interstate 84, developed through the Gorge on the south bank of the Columbia River in the 1950's.

Arguably, the greatest change in the Gorge was the damming of the river: Bonneville Dam dedicated in 1937 and The Dalles Dam completed in 1960. These and other dams converted the swift flow of the Columbia River into a series of lakes. They resulted in the revival of river transportation and the introduction of power transmission lines visible today in many parts of the Scenic Area.

By the 1930's, development impacts on the Gorge were becoming a source of concern. In 1937, the Pacific Northwest Regional Planning Commission pointed out that the qualities of the Gorge had national significance. It proposed that the area be established as an interstate park. World War II interrupted the growing interest in protecting Gorge resources, but by the 1950's both Oregon and Washington created gorge commissions. Their effectiveness, however, became limited by inadequate funding, lack of authority, and opposition from various factions.

In the 1970's, successor commissions, by now meeting together, helped four county planning agencies prepare special Gorge zoning provisions regulating development along the river. In 1979, the U.S. National Park Service made a comprehensive study of the area. The findings, published in 1980, indicated trends toward land development that threatened the resources of the Gorge.

From 1980 through 1984, several Columbia River Gorge bills appeared before Congress, but there was no consensus in the Northwest delegation. At a retreat in the summer of 1985, philosophical differences were finally resolved, and late in the 1986 session, Congress passed the Columbia River Gorge National Scenic Area Act (Public Law 99-663).

## DEVELOPMENT OF THE MANAGEMENT PLAN

The Scenic Area Act specified a schedule and a three-step process for developing the Management Plan. It directed the Gorge Commission and the Forest Service to complete inventories during the first year. It called for land use designations in the second year. In the third year, the Scenic Area Act required development of guidelines and adoption of the Management Plan.

The Act required the U.S. Secretary of Agriculture to review the plan during the fourth year. The six counties or the Commission must then implement the plan by ordinance.

## Inventories

Congress called for three major inventories: a recreation assessment, a resource inventory, and an economic opportunity study. The Gorge Commission and Forest Service completed most of these inventories in 1988. The inventories form the information base of the Management Plan.

The recreation assessment includes an overview of existing recreation facilities and a study of recreation demand in the region. It was used to identify areas suitable for public recreation facilities, including additional river access.

The resource inventory is a compilation of information about existing resources in the Scenic Area, ranging from wetlands to scenic values. The principal components of the resource inventory are shown in Table 1.

The economic opportunity study provides an overview of the Gorge economy, an analysis of its principal economic sectors, an assessment of economic strengths and weaknesses, and identification of the best opportunities to improve the economy. The main responsibility for economic development is reserved for the two states and is largely set forth in other documents.

In addition to these inventories, the Gorge Commission and the Forest Service identified and mapped recreation intensity classes and landscape settings. The Scenic Area is divided into four recreation intensity classes, indicating suitability for present and future recreation use. (See Part I, Chapter 4: Recreation Resources.) The Scenic Area was also mapped for 13 landscape settings, each reflecting a distinct combination of landforms, vegetation, and land use patterns. Design guidelines will help maintain the character of each landscape setting, while accommodating new development. (See Part I, Chapter 1: Scenic Resources.)

## Land Use Designations

The Scenic Area Act next called for the development of land use designations that would be used to map areas suitable for various kinds of future land and resource use. The designations include agriculture, forestry, residential and commercial development, and recreation facilities. The Act also said that special and sensitive lands should be protected as open space. Preliminary land use designation maps were prepared and presented to the public at workshops in fall 1989. Formal land use designations were then incorporated into the Management Plan. Table 2 shows the acres of land contained in each land use designation.

## Guidelines

The Gorge Commission's and Forest Service's next task was to combine the resource inventories with land use and recreation designations to develop goals, objectives, policies, and guidelines for the Management Plan. The Scenic Area Act specified that these guidelines must:

- Protect and enhance agricultural lands for agricultural uses, yet allow their conversion to open space, recreation development, or forest lands.
- Protect and enhance forest lands for forest uses, yet allow their conversion to agricultural lands, recreation development, or open space.



- Protect and enhance open spaces.
- Protect and enhance public and private recreation resources and education and interpretative facilities and opportunities.
- Prohibit industrial development outside Urban Areas.
- Require commercial and residential development to occur without adversely affecting scenic, cultural, recreation, and natural resources.
- Require that exploration, development, and production of mineral resources take place without adversely affecting scenic, cultural, recreation, and natural resources.

## Consultation and Public Involvement

Integrated into this planning process was a series of consultations with county, state, and federal officials and the four Indian tribal governments with treaty rights in the Scenic Area. A major public involvement program was also conducted. (See Table 3.)

Issues and goals were identified in two rounds of meetings in each county with what came to be called "key community contacts" made up of volunteer citizens and community leaders. The first round focused on issues and goals, and the second round on policy alternatives and on standards for carrying out policies. Each round of meetings was followed by wide circulation of newssheet mailers and by open houses to reach residents at large.

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*Historical museum at Cascade Locks  
Marine Park in Oregon*

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In addition, a series of workshops to gather public input on recreation issues was held. Finally, two different drafts of the Management Plan were broadly circulated, culminating in three public hearings for each draft. As drafts of the Management Plan were discussed, special attention was given to informing residents how their property was affected by land use designations and guidelines.

### Final Management Plan

The Gorge Commission adopted the final version of the Management Plan in October 1991. The plan includes guidelines and land use designations for the GMA and the SMA prepared by the Gorge Commission and Forest Service, respectively. The Management Plan was sent to the U.S. Secretary of Agriculture for concurrence in November 1991, as required by the Scenic Area Act. The U.S. Secretary of Agriculture concurred with the Management Plan in February 1992.

When a county has adopted ordinances approved by the Gorge Commission for the GMA and SMA, and concurred with by the U.S. Secretary of Agriculture for the SMA, it is eligible to receive federal funds outlined in the Scenic Area Act. These funds include the following:

- \$10 million: Economic development grants and loans, to be evenly divided by the states of Oregon and Washington.
- \$10 million: Recreation facilities.
- \$10 million: The Gorge Discovery Center (an interpretive center) in The

Dalles, Oregon and Skamania Lodge (a conference center) in Stevenson, Washington.

- \$2.8 million: Repair and reconstruction of Oregon's Historic Columbia River Highway.

### Revision and Amendment

Congress directed the Gorge Commission to review the Management Plan no sooner than 5 years, but at least every 10 years, to determine whether it should be revised. If the Gorge Commission finds at any time that conditions have changed significantly, it may amend the plan. Any such revision or amendment must follow the procedures established in the Scenic Area Act for the original adoption of the plan.

## ORGANIZATION OF THE MANAGEMENT PLAN

The Management Plan is organized into four parts, following this Introduction.

**Part I** identifies goals, objectives, policies, and guidelines for resource protection and enhancement. Individual chapters cover scenic resources, cultural resources, natural resources, and recreation resources.

**Part II** addresses land use designations. Individual chapters identify the goals, objectives, policies, and guidelines for each land use category: agricultural land, forest land, open space, residential land, commercial land, and

recreation designations. These six chapters are followed by a chapter on general policies and guidelines that affect all uses in the Scenic Area, regardless of land use designation.

**Part III** outlines an action program, with chapters devoted to the recreation development plan, economic development, enhancement strategies, and interpretation and education.

**Part IV** focuses on the role of the Gorge Commission and the Forest Service, Indian tribal treaty rights and consultation, and public involvement.

The **appendix** contains a copy of the Scenic Area Act. A **glossary** and **index** are provided to facilitate use of the document.

All chapters in Parts I and II, and Chapter 1 in Part III, are organized so the first part of the chapter focuses on the GMA (or combined GMA and SMA) and the second part focuses on the SMA.

## Management Plan Maps

The Management Plan contains three principal maps (included in the back pocket):

- Landscape settings (used in conjunction with Part I, Chapter 1: Scenic Resources)
- Recreation intensity classes (used in conjunction with Part I, Chapter 4: Recreation Resources)
- Land use designations (used in conjunction with the land use designations addressed in Part II)

These are the official maps for determining the landscape setting, recreation intensity class, and land use designation for a specific parcel of land.

The official boundary lines for the GMA, SMA, Urban Areas, and National Scenic Area exterior boundaries are contained on the maps referenced in Section 4 of the Scenic Area Act. Copies of these maps are available for review at the offices of the Gorge Commission and the Forest Service, National Scenic Area.

## HOW TO USE THE MANAGEMENT PLAN

A primary purpose of the Management Plan is to ensure that land in the Scenic Area is used consistently with the purposes and standards of the Scenic Area Act. The plan usually allows a parcel of land to be used for several purposes. For example, a residence, a small farm, or a moderate-size campground is allowed on some parcels in the GMA designated Small-Scale Agriculture.

Reviewing the appropriate maps, policies, and guidelines in the Management Plan will indicate how a given parcel of land may be used. A step-by-step process for using the Management Plan is outlined below. This process provides a framework that allows landowners and land managers to explore land use options.



### **Step 1: Determine GMA/SMA and Land Use Designations**

The first step in determining how a parcel of land may be used is to consult the land use designations map. This map provides two important pieces of information: 1) it indicates whether a parcel is in the GMA or the SMA, and 2) it shows which land use designation is applied to the parcel.

Six basic land use designations are used in the Scenic Area: agricultural land, forest land, open space, residential land, commercial land, and recreation. Most of these designations consist of several sub-designations. For example, recreation includes two sub-designations: Public Recreation and Commercial Recreation.

The land use designations provide initial information about how a parcel may be developed; they reflect the primary use for which a parcel is suited. For instance, agricultural lands are suitable for growing crops and raising livestock. Commercial lands are suitable for certain types of new businesses.

The second step in the process is to determine the exact uses allowed on a parcel of land. Landowners and land managers interested in non-recreation uses, or in recreation uses on lands designated Public Recreation or Commercial Recreation, should proceed to Step 2-A, below.

Some level of recreation development is potentially allowed on all parcels in the Scenic Area, regardless of the land use designation. The Management Plan contains special guidelines that

prescribe the types and intensities of recreation development allowed throughout the Scenic Area. Individuals wishing to explore these options, but whose property is not designated Public Recreation or Commercial Recreation, should proceed to Step 2-B.

### **Step 2-A: Identify Uses Allowed in Land Use Designations**

The policies and guidelines in Part II of the Management Plan specify the uses allowed within each land use designation. These chapters contain separate policies and guidelines for the GMA and the SMA. Landowners and land managers should consult the applicable policies and guidelines.

The policies specify criteria that were used to determine which land use designation was applied to a parcel of land. The policies also provide minimum sizes for new parcels in the GMA. This information determines whether a parcel of land may be divided into smaller parcels. (Parcel sizes appear also on the large-scale (1:24,000) land use designations map available at county planning departments and Gorge Commission and Forest Service offices.)

The guidelines list new uses that are allowed within a land use designation. Two categories of uses are generally listed. The first category consists of uses not requiring review by a county planning department. These uses are listed under guidelines titled "Uses Allowed Outright." Uses that may be allowed after review and approval by a county planning department form the



second category. (The Commission will review all proposed uses if a county government fails to adopt ordinances consistent with the Management Plan.) They are listed under the heading "Review Uses."

### **Step 3-A: Identify Approval Criteria for Review Uses**

Most land use designation chapters contain guidelines that must be satisfied before uses listed under "Review Uses" can be approved. For example, residences and other non-recreation uses may be allowed on lands designated Public Recreation if they fulfill the criteria in the guideline titled "Approval Criteria for Non-Recreation Uses in Public Recreation." Similarly, new structures within a forest lands designation must satisfy guidelines regarding fire protection.

Similar guidelines for key uses that are allowed in more than one land use designation are consolidated in Part II, Chapter 7: General Policies and Guidelines. These uses include land divisions, temporary use for hardship dwellings, sewer and water services, home occupations and cottage industries, bed and breakfast inns, and docks.

### **Step 4-A: Protect Scenic, Cultural, Natural, and Recreation Resources**

The Scenic Area Act prohibits uses that adversely affect scenic, cultural, natural, or recreation resources. Part I of the Management Plan includes a

chapter addressing each of these resources.

All the chapters in Part I should be reviewed to determine which provisions apply to a parcel of land. Inventory maps identify some resources that must be protected. The maps for wetlands, streams, ponds, lakes, sensitive wildlife habitat, rare plants, and natural areas show if natural resources occur on a parcel. The landscape settings map should be consulted to determine which landscape settings guidelines apply. The cultural resources map shows the location of previously identified archaeological and historic resources. A copy of the landscape settings map is included in the back pocket. The other inventory maps may be reviewed at the offices of the Gorge Commission, Forest Service, and county planning departments.

The policies and guidelines in Part I consist primarily of measures that minimize possible adverse effects of development. They may affect the size, design, and siting of new uses. For example, the guidelines for scenic resources may influence the siting of structures so they are screened by topography or existing trees. Similarly, structures may be allowed near lakes and rivers if they are set back a specified distance from the shoreline.

Some of the resource protection provisions apply to all new uses; others are specific and apply only to particular types of uses. For instance, the scenic resources chapter includes guidelines that only regulate uses that will be seen from key viewing areas and scenic travel corridors. In contrast,

the landscape setting guidelines in that chapter apply to new uses throughout the Scenic Area. The policies in the cultural resources chapter require a cultural resources survey before some uses are allowed. If no cultural resources are discovered, the remaining guidelines are not applied. The provisions in the natural resources chapter are applied only if a natural resource would be affected by new development.

### **Step 2-B: Determine Recreation Intensity Class**

Persons who wish to develop resource-based recreation uses on lands not designated Public Recreation or Commercial Recreation should consult the recreation intensity classes map (back pocket). (Resource-based recreation means recreation uses that depend upon the natural, scenic, or cultural resources of the Scenic Area.) Four recreation intensity classes are identified. Different types and intensities of recreation are allowed in each class.

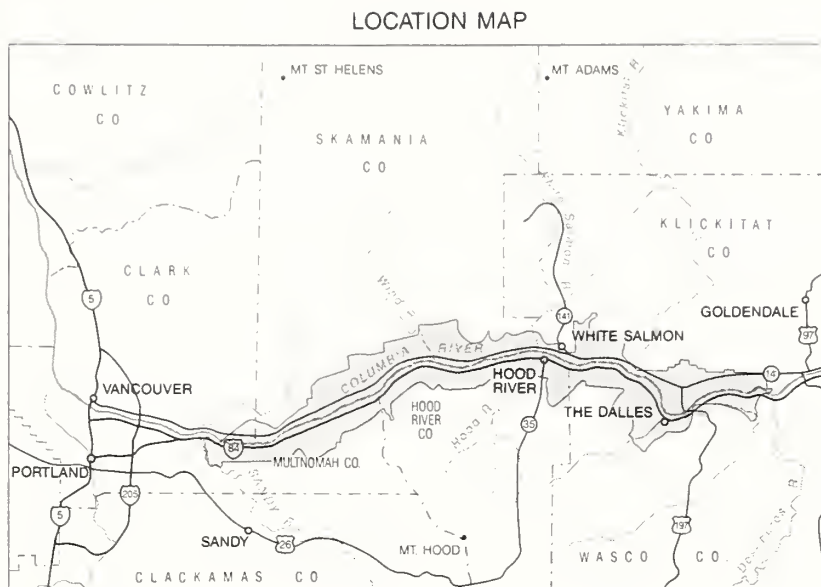
### **Step 3-B: Identify Uses Allowed in Recreation Intensity Classes**

The guidelines in the "Recreation Intensity Classes" section of Part I, Chapter 4: Recreation Resources, list the recreation uses allowed in each intensity class. Recreation uses range from very low-intensity uses (Class 1), such as trails and simple interpretative displays, to high-intensity uses (Class 4), such as recreational vehicle parks and boat ramps.

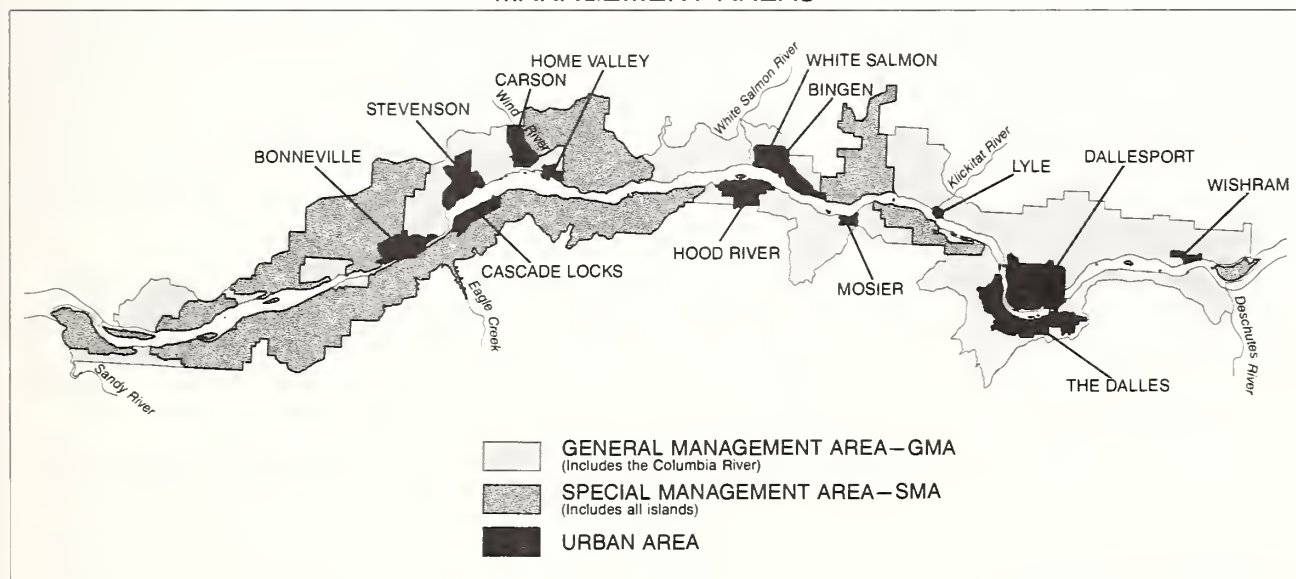
### **Step 4-B: Identify Approval Criteria for New Recreation Uses**

In each recreation intensity class, new recreation uses must be reviewed by a county planning department. County planners ensure that recreation uses comply with applicable guidelines in the "Recreation Intensity Classes" section. These guidelines address issues such as transportation, Indian treaty rights, fire prevention, and adjacent forest and agricultural uses. Special guidelines address the design of recreation facilities. (Recreation facilities mean a cluster or grouping of recreation developments or improvements.) These guidelines govern five basic design elements: parking, landscaping, signage, and siting and appearance of structures.

The final step in this process is to ensure that new recreation uses do not adversely affect scenic, cultural, and natural resources. The policies and guidelines that protect these resources are discussed in Step 4-A, above.



### MANAGEMENT AREAS



## VICINITY MAP

COLUMBIA RIVER GORGE NATIONAL SCENIC AREA



**Table 1**  
**Resource Inventories**

<b>Resource</b>	<b>Source of Information</b>	<b>Purpose of Inventory</b>
Geological features	Geologist, field visits	Protection of features, avoidance of hazards
Wetlands	U.S. Fish & Wildlife Service	Protection of resource
Soils	U.S. Soil Conservation Service, U.S. Forest Service	Determine suitability for agriculture, forestry
Fish habitat	Federal, state agencies	Protection of resource
Hazards	Local, state, federal agencies	Avoidance of hazards
Vegetation cover	Field visits, aerial photography	Identification of cover types for land use designations
Habitat of rare, threatened, endangered, endemic plant species	State Heritage Programs, field visits, organizations	Protection of resource
Wildlife habitat	State agencies	Protection of resource
Existing land use	Counties, field visits, aerial photography	Land use designations
Topography	U.S. Geological Survey	Land use designations, avoidance of hazards
Scenic resources	Field visits, photography	Protection of resource
Historic and prehistoric sites, structures, objects	Tribal governments, federal, state, local agencies	Protection of resource
Land ownership, parcels	County assessors	Land use designations
Taxation, political boundaries	Counties, special districts	Development suitability
Natural areas	State Heritage Programs, field visits, aerial photos	Protection of resource
Existing plan, zone designations	Counties	Land use designations



**Table 2****Land Use Designations-Acreage**

	GMA	SMA
<b>Agriculture</b>	<b>68,114 acres</b>	<b>7,449 acres</b>
GMA: Large-Scale Agriculture	58,673 acres	
Small-Scale Agriculture	6,766 acres	
Agriculture - Special	2,675 acres	
SMA: Agriculture		7,449 acres
<b>Forest</b>	<b>30,209 acres</b>	<b>33,820 acres</b>
GMA: Commercial Forest Land	21,322 acres	
Large Woodland	2,885 acres	
Small Woodland	6,002 acres	
SMA: Non-Federal Forest		25,947 acres
Federal Forest		7,873 acres
<b>Open Space</b>	<b>5,523 acres</b>	<b>71,859 acres</b>
Open Space	5,523 acres	71,859 acres
<b>Recreation</b>	<b>1,036 acres</b>	<b>1,438 acres</b>
Public Recreation	895 acres	1,438 acres
GMA: Commercial Recreation	141 acres	
<b>Residential</b>	<b>7,327 acres</b>	<b>60 acres</b>
GMA: 1-acre minimum lot size	244 acres	
2-acre minimum lot size	1,146 acres	
5-acre minimum lot size	2,732 acres	
10-acre minimum lot size	3,205 acres	
SMA: Residential		60 acres
<b>Commercial</b>	<b>195 acres</b>	<b>0 acres</b>
GMA: Rural Center	171 acres	
Commercial	24 acres	
<b>Water</b>	<b>33,643 acres</b>	<b>0 acres</b>
GMA: Columbia River	32,907 acres	
Major lakes	736 acres	
<b>Indian trust land (exempt)</b>	<b>2,957 acres</b>	<b>474 acres</b>
<b>Total</b>	<b>149,004 acres</b>	<b>115,100 acres</b>
<b>Urban Areas (exempt)</b>	<b>28,511 acres</b>	
<b>Total Scenic Area</b>	<b>292,615 acres</b>	



**Table 3**  
**Public Involvement Opportunities\***

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	<u>FY 88</u>	<u>FY 89</u>	<u>FY 90</u>	<u>FY 91</u>	<u>FY 92</u>
Commission meetings	21	22	29	28	7
Meetings with county boards	6	6	6	12	
Meetings with tribal governments		4	4	4	2
Key contact meetings			26	36	
Open houses		6	7	7	3
Recreation workshops	1	1	2	1	
Public hearings				4	3
Written comment		50	250	900	500
Roundtable discussions					7
Tribal Consultation Council meetings			5	5	2

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Number of Written Comments on the Preliminary Draft Plan - 879

Number of Written Comments on the Final Draft Plan - 549

\*As of October 1991



# PART I

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## Resource Protection and Enhancement



# Scenic Resources

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The Columbia Gorge is world renowned for its outstanding scenic beauty. The sea level chasm the Columbia River has cut through the Cascade Mountains, and the dramatic diverse landscapes it contains, create unparalleled grandeur. Within an hour's drive, one can witness towering cliffs and forests, orchards and farms, and sweeping grasslands. It is widely acknowledged that the need to protect the special scenic resources of the Gorge provided the major impetus for establishing the Scenic Area.

## SCENIC AREA ACT PROVISIONS

The Scenic Area Act's first purpose, as stated in Section 3(1), includes a mandate to protect and enhance scenic resources of the Columbia River Gorge. The Act directs the Gorge Commission to inventory the scenic resources of the Gorge and protect them by establishing guidelines and designating areas as open space. Open spaces, which the Gorge Commission is charged to protect and enhance [Section 6(d)], include: "scenic. . . areas; . . . outstanding scenic views and sites; . . . and Federal and State wild, scenic, and recreation waterways" [Section 2(1)].

## INVENTORIES AND STUDIES

Six maps were developed in the process of inventorying scenic resources. These maps are based on the Forest Service Visual Management System. They have been used to develop policies and guidelines that respond to the various levels of visual significance and sensitivity within the Gorge, and that highlight protection of landscapes seen by large numbers of people.

The first inventory map created, "Visual Attributes," identifies 12 predominant landscape types found in the Gorge, ranging from rural townscapes to cliffs.

The "Landscape Diversity" map gauges the variety of visual features in the landscape. A basic premise of the visual management system is that visual diversity is a key element of those landscapes people find most visually appealing and interesting. Much of the Gorge, with its steep landforms, forested slopes, waterfalls, pastoral areas, and rural townscapes, has outstanding visual diversity.

A "Seen Areas" map shows which areas are visible from key viewing areas. The key viewing areas are important public vantage points from which

Gorge landscapes are viewed. Scenic protection of lands seen from these vantage points has been emphasized since the inception of the Scenic Area planning process. The Management Plan continues this direction.

The "Landscape Significance" map combines the "Seen Areas" and "Landscape Diversity" maps, based on the concept that the most significant landscapes are those that are both visually diverse and seen from important viewpoints.

The "Visual Absorption Capability" map displays the relative ability of different Gorge landscapes to absorb change (through new development) without diminishing their scenic qualities. It is based primarily on the degree of slope and amount of vegetative cover.

"Landscape Sensitivity," the last of the six inventory maps, combines "Landscape Significance" with "Visual Absorption Capability," based on the assumption that the most visually sensitive lands are those that are both highly significant and most vulnerable to visual impacts from new development.

In addition to these inventory maps, a detailed visual inventory of the three major travel corridors in the Gorge (Interstate 84, Washington State Route 14, and the Historic Columbia River Highway) was undertaken. The "Columbia River Gorge National Scenic Area Corridor Visual Inventory," completed in April 1990, was an interagency study conducted by the Gorge Commission, the Forest Service, and the Departments of Transportation

of Oregon and Washington. It inventories different types of landscapes the corridors traverse, highly scenic features, discordant features and enhancement opportunities, places with opportunities for viewpoints and recreation sites, and other important visual aspects of the corridors' foregrounds. Specific recommendations developed during this inventory influenced the direction and substance of the "Scenic Travel Corridors" goals, objectives, and policies in the Management Plan. The landscape character types identified in the study were also an important source of information used in mapping and defining landscape settings. (Landscape settings definitions and mapping are described at the beginning of that section of this chapter.)

## KEY ISSUES

Several major issues had to be addressed in developing scenic resource protection provisions. One of the greatest challenges has been the need to establish guidelines to accommodate new development in a manner that protects Gorge scenic quality in the face of significant growth pressures for residences and related development. These pressures result from a number of factors, including substantial growth of the Portland/Vancouver metropolitan area and the rapid development of the Gorge as the leading windsurfing area in North America, if not the world. The fact that the Gorge consists of many steep areas where development can be highly visible, combined with the desire for new residences with



panoramic views, poses major challenges. The need to develop provisions that address long-term, cumulative effects of new development on the character of existing landscapes is as crucial as measures addressing the impacts of individual developments.

Another issue involves meeting the Scenic Area Act's mandate to increase recreation river access while protecting scenic resources. Much of the shoreline area is both significant and sensitive from a scenic standpoint. This challenge required specific policies and guidelines that accommodate additional river-oriented recreation in a careful and sensitive manner.

## OVERVIEW OF SCENIC RESOURCES PROVISIONS

In response to these mandates and challenges, the Gorge Commission and Forest Service have developed specific programs to address protection of

scenic quality on lands seen from key viewing areas, maintenance of existing landscape settings, establishment of scenic travel corridors, and provisions for signage. The goals, objectives, policies and guidelines of this chapter provide a framework to guide actions of federal, state, and local agencies and private entities that may affect scenic resources of the Scenic Area. This chapter is divided into the following sections:

### GMA Provisions:

- Provisions For All New Development
- Key Viewing Areas
- Landscape Settings
- Scenic Travel Corridors
- Signs

### SMA Provisions:

This section includes SMA provisions for all scenic resources.

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## GMA PROVISIONS

### OVERALL SCENIC PROVISIONS

This section includes overall scenic provisions that apply to all new proposed developments in the GMA regardless of whether other specific provisions related to key viewing areas, landscape settings, scenic travel corridors, or signs apply. Basic site plan requirements for all new development are included in this section.

#### GMA Goal

Protect and enhance the scenic resources of the Scenic Area.

#### GMA Objectives

1. Encourage the establishment of programs offering incentives and other means of implementing scenic resource enhancement objectives and policies for existing

uses, targeting private landowners, railroad and utility companies, and transportation and other public agencies.

2. Encourage the establishment of a Scenic Area public land conservancy and/or nonprofit land trust to acquire fee interest, conservation easements, and other interests in properties whose preservation is important for protection of Gorge landscape settings and scenic values.

### *GMA Policies*

1. Except for production and/or development of mineral resources, nothing in the key viewing areas or landscape settings guidelines in this chapter shall be used as grounds to deny proposed uses otherwise authorized by the land use designation. However, the guidelines may affect the siting, location, size, and other design features of proposed developments, and compliance with them is mandatory.
2. The goals, objectives, policies, and guidelines in this chapter shall not affect agriculture or forest practices, nor equipment or structures (other than buildings) associated with such practices, such as irrigation equipment or orchard fans.
3. New development shall be compatible with its designated landscape setting (as described in the "Landscape Settings" section of this chapter). Expansion of existing development shall be compatible with its landscape setting to the maximum extent practicable.
4. New production and/or development of mineral resources and expansion of existing quarries shall include a reclamation plan to restore the site to a natural appearance that blends with and emulates surrounding landforms to the maximum extent practicable.
5. New development shall retain existing landforms and strive to fit into the existing topography to the maximum extent feasible.
6. The Gorge Discovery Center shall be designed and constructed to be visually subordinate as seen from key viewing areas and compatible with its landscape setting to the maximum extent practicable, consistent with its mission.

### *GMA Guidelines*

1. New buildings and roads shall be sited and designed to retain the existing topography and to reduce necessary grading to the maximum extent practicable.
2. New buildings shall be generally consistent with the height and size of existing nearby development.

3. Project applicants shall be responsible for the proper maintenance and survival of any planted vegetation required by the guidelines in this chapter.
4. A site plan and land use application shall be submitted for all new buildings, except for buildings smaller than 60 square feet in area and less than 18 feet in height, as measured at the roof peak. The site plan and application shall include all information required in the site plan guidelines in "Review Uses" (Part II, Chapter 7: General Policies and Guidelines). Supplemental requirements for developments proposed on lands visible from key viewing areas are included in the key viewing areas guidelines in this chapter.
5. For all proposed development, the determination of compatibility with the landscape setting shall be based on information submitted in the site plan.
6. For all new production and/or development of mineral resources and expansion of existing quarries, a reclamation plan is required to restore the site to a natural appearance that blends with and emulates surrounding landforms to the maximum extent practicable.

Such a plan shall be approved by the appropriate state agency for uses under its jurisdiction, or approved by the local government, with technical assistance from applicable state agencies, for uses not under state agency jurisdiction. At a minimum, such reclamation plans shall include:

- A. A map of the site, at a scale of 1 inch equals 200 feet (1:2,400) or a scale providing greater detail, with 10-foot contour intervals or less, showing pre-mining existing grades and post-mining final grades; locations of topsoil stockpiles for eventual reclamation use; location of catch basins or similar drainage and erosion control features employed for the duration of the use; and the location of storage, processing, and equipment areas employed for the duration of the use.
- B. Cross-sectional drawings of the site showing pre-mining and post-mining grades.
- C. Descriptions of the proposed use, in terms of estimated quantity and type of material removed, estimated duration of the use, processing activities, etc.
- D. Description of drainage/erosion control features to be employed for the duration of the use.
- E. A landscaping plan providing for revegetation consistent with the vegetation patterns of the subject landscape setting, indicating the species, number, size, and location of plantings for the final reclaimed grade, as well as a description of irrigation provisions or other measures necessary to ensure the survival of plantings.



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*Windsurfers challenge  
the Gorge winds in  
stormy weather*

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## KEY VIEWING AREAS

Key viewing areas are important public viewpoints, travelways, parks, and other areas open to the public that offer opportunities to view Gorge scenery. A primary emphasis of the scenic resources protection program is the preservation of scenic quality for lands visible from key viewing areas. At minimum, new development proposed in the viewshed of key viewing areas is to be pursued in a manner that blends the development with its surroundings. Design measures are provided to ensure that new development will be visually subordinate. These include provisions for siting, use of topographic features and vegetation for screening, and color and reflectivity of exterior building materials.

Key viewing areas are identified in the glossary.

### *GMA Goal*

Emphasize protection and enhancement of Gorge landscapes seen from key viewing areas.

### *GMA Objectives*

1. Establish scenic enhancement programs prioritizing enhancement of lands seen from key viewing areas.
2. Establish a program to phase-out existing quarries and associated activities and develop reclamation plans for such quarries at sites where the Gorge Commission determines that such uses adversely affect scenic resources on land visible from



key viewing areas. The Gorge Commission shall initiate this objective by inventorying existing quarries visible from key viewing areas. Phase-out plans may require some additional quarrying for a limited time to best achieve contours that blend with surrounding landforms. Phase-out and reclamation plans for particular quarries shall include a specified time period for completion, not to exceed 5 years from the commencement of such plans.

3. Encourage mining reclamation methods and features that enhance wildlife habitat and wetlands, ameliorate visual impacts of existing quarries, and accelerate achievement of desired visual quality objectives.
4. Encourage use of planned unit developments, clustering, lot reconfiguration and consolidation, and other techniques to reduce visual impacts of new development on lands that are visible from key viewing areas and that possess high or critical visual sensitivity.
5. Encourage plantings of native species or species characteristic of the landscape setting to screen existing development that is not visually subordinate on lands that are visible from key viewing areas and that possess high or critical visual sensitivity.

### *GMA Policies*

1. Important public roads, parks, and other vantage points providing public scenic viewing opportunities shall be designated as key viewing areas, as identified in the glossary of the Management Plan.
2. Except for new production and/or development of mineral resources, new development on lands seen from key viewing areas shall be visually subordinate to its landscape setting. This policy shall not apply to specified developed settings that are not visually sensitive (as identified in the "Landscape Settings" section), rehabilitation or modifications to significant historic structures, shorelines on the main stem of the Columbia River that adjoin Urban Areas, or other developments expressly exempted from this requirement in this chapter.
3. New utility transmission lines, transportation and communication facilities, docks and piers, and repairs and maintenance of existing lines, roads and facilities shall be visually subordinate as seen from key viewing areas to the maximum extent practicable.
4. New buildings shall be prohibited on steeply sloping lands visible from key viewing areas.
5. Proposed projects involving substantial grading on moderately to steeply sloping lands visible from key viewing areas shall include a grading plan addressing



visual impacts of grading activities. All graded areas shall be revegetated to the maximum extent practicable.

6. Development along the shoreline of the Columbia River and on immediately adjacent lands shall be limited to water-dependent development and water-related recreation development.
7. New production and/or development of mineral resources on sites visible in the foreground or middle ground from key viewing areas shall be permitted if fully screened from view from those key viewing areas. New production and/or development of mineral resources on sites visible in the background from key viewing areas shall be permitted if visually subordinate to its setting as seen from those key viewing areas.
8. Expansion of existing quarries on sites visible from key viewing areas shall be permitted if visually subordinate to its setting as seen from key viewing areas. Existing quarries are those determined not to be discontinued, pursuant to policy 7 in "Existing Uses" (Part II, Chapter 7: General Policies and Guidelines). Expansion refers to lateral expansion (expansion of mining activities into land surfaces previously unaffected by mining).
9. In addition to the guidelines contained in this section, applicable design guidelines specified for a particular landscape setting shall be used to ensure that new development on lands seen from key viewing areas is visually subordinate to its setting in a manner responsive to the unique character of that setting.

### *GMA Guidelines*

1. Size, height, shape, color, reflectivity, landscaping, siting or other aspects of proposed development shall be evaluated to ensure that such development is visually subordinate to its setting as seen from key viewing areas.
2. The extent and type of conditions applied to a proposed development to achieve visual subordination should be proportionate to its potential visual impacts as seen from key viewing areas. Primary factors influencing the degree of potential visual impact include: the amount of area of the building site exposed to key viewing areas, the degree of existing vegetation providing screening, the distance from the building site to the key viewing areas from which it is visible, the number of key viewing areas from which it is visible, and the linear distance along the key viewing areas from which the building site is visible (for linear key viewing areas, such as roads). Written reports on determination of visual subordination and final conditions of approval shall include findings addressing each of these factors.
3. Determination of potential visual effects and compliance with visual subordination policies shall include consideration of the cumulative effects of proposed developments.

4. For all buildings, roads, or mining and associated activities proposed on lands visible from key viewing areas, the following supplemental site plan information shall be submitted in addition to the site plan requirements in "Review Uses" (Part II, Chapter 7: General Policies and Guidelines) and guideline 6 in "Provisions for All New Development" in this chapter for mining and associated activities:
  - A. For buildings, a description of the proposed building(s)' height, shape, color, exterior building materials, exterior lighting, and landscaping details (type of plants used; number, size, locations of plantings; and any irrigation provisions or other measures to ensure the survival of landscaping planted for screening purposes).
  - B. Elevation drawings showing the appearance of proposed building(s) when built and surrounding final ground grades for all buildings over 400 square feet in area.
5. For proposed mining and associated activities on lands visible from key viewing areas, in addition to submittal of plans and information pursuant to guideline 6 in the "Provisions for All New Development" section and guideline 4 in the "Key Viewing Areas" section of this chapter, project applicants shall submit perspective drawings of the proposed mining areas as seen from applicable key viewing areas.
6. New buildings or roads shall be sited on portions of the subject property that minimize visibility from key viewing areas, unless the siting would place such development in a buffer specified for protection of wetlands, riparian corridors, sensitive plants, or sensitive wildlife sites or would conflict with guidelines to protect cultural resources. In such situations, development shall comply with this guideline to the maximum extent practicable.
7. In siting new buildings and roads, use of existing topography and vegetation to screen such development from key viewing areas shall be given priority over other means of achieving visual subordination, such as planting new vegetation or using artificial berms to screen the development from key viewing areas.
8. Driveways and buildings shall be designed and sited to minimize grading activities and visibility of cut banks and fill slopes from key viewing areas.
9. The exterior of buildings on lands seen from key viewing areas shall be composed of nonreflective materials or materials with low reflectivity, unless the structure would be fully screened from all key viewing areas by existing topographic features.
10. Exterior lighting shall be directed downward and sited, hooded, and shielded such that it is not highly visible from key viewing areas. Shielding and hooding materials shall be composed of non-reflective, opaque materials.

11. Additions to existing buildings smaller in total square area than the existing building may be the same color as the existing building. Additions larger than the existing building shall be of colors specified in the design guidelines for the subject property's landscape setting.
12. Rehabilitation of or modifications to existing significant historic structures shall be exempted from visual subordination requirements for lands seen from key viewing areas. To be eligible for such exemption, the structure must be included in, or eligible for inclusion in, the National Register of Historic Places or be in the process of applying for a determination of significance pursuant to such regulations. Rehabilitation of or modifications to structures meeting this guideline shall be consistent with National Park Service regulations for such structures.
13. The silhouette of new buildings shall remain below the skyline of a bluff, cliff, or ridge as seen from key viewing areas. Variances to this guideline may be granted if application of the guideline would leave the owner without a reasonable economic use. The variance shall be the minimum necessary to allow the use and may be applied only after all reasonable efforts to modify the design, building height, and site to comply with the guideline have been made.
14. An alteration to a building built before November 17, 1986, that already protrudes above the skyline of a bluff, cliff, or ridge as seen from a key viewing area, may itself protrude above the skyline if:
  - A. The altered building, through use of color, landscaping and/or other mitigation measures, contrasts less with its setting than before the alteration, and
  - B. There is no practicable alternative means of altering the building without increasing the protrusion.
15. New main lines on lands visible from key viewing areas for the transmission of electricity, gas, oil, other fuels, or communications, except for connections to individual users or small clusters of individual users, shall be built in existing transmission corridors unless it can be demonstrated that use of existing corridors is not practicable. Such new lines shall be underground as a first preference unless it can be demonstrated to be impracticable.
16. New communication facilities (antennae, dishes, etc.) on lands visible from key viewing areas that require an open and unobstructed site shall be built upon existing facilities unless it can be demonstrated that use of existing facilities is not practicable.
17. New communications facilities may protrude above a skyline visible from a key viewing area only upon demonstration that:



- A. The facility is necessary for public service,
  - B. The break in the skyline is seen only in the background, and
  - C. The break in the skyline is the minimum necessary to provide the service.
18. Overpasses, safety and directional signs, and other road and highway facilities may protrude above a skyline visible from a key viewing area only upon a demonstration that:
- A. The facility is necessary for public service, and
  - B. The break in the skyline is the minimum necessary to provide the service.
19. Except for water-dependent development and for water-related recreation development, development shall be set back 100 feet from the ordinary high water mark of the Columbia River below Bonneville Dam, and 100 feet from the normal pool elevation of the Columbia River above Bonneville Dam, unless the setback would render a property unbuildable. In such cases, variances to this guideline may be authorized.
20. New buildings shall not be permitted on lands visible from key viewing areas with slopes in excess of 30 percent. Variances to this guideline may be authorized if the guideline's application would render a property unbuildable. In determining the slope, the average percent slope of the proposed building site shall be used.
21. All proposed structural development involving more than 100 cubic yards of grading on sites visible from key viewing areas and with slopes between 10 and 30 percent shall include submittal of a grading plan. This plan shall be reviewed by the local government for compliance with key viewing area policies. The grading plan shall include the following:
- A. A map of the site, prepared at a scale of 1 inch equals 200 feet (1:2,400) or a scale providing greater detail, with contour intervals of at least 5 feet, including:
    - (1) Existing and proposed final grades.
    - (2) Location of all areas to be graded, with cut banks and fill slopes delineated.
    - (3) Estimated dimensions of graded areas.
  - B. A narrative description (may be submitted on the grading plan site map and accompanying drawings) of the proposed grading activity, including:

- (1) Its purpose.
  - (2) An estimate of the total volume of material to be moved.
  - (3) The height of all cut banks and fill slopes.
  - (4) Provisions to be used for compactions, drainage, and stabilization of graded areas. (Preparation of this information by a licensed engineer or engineering geologist is recommended.)
  - (5) A description of all plant materials used to revegetate exposed slopes and banks, including the species, number, size, and location of plants, and a description of irrigation provisions or other measures necessary to ensure the survival of plantings.
  - (6) A description of any other interim or permanent erosion control measures to be used.
22. Expansion of existing quarries and new production and/or development of mineral resources proposed on sites more than 3 miles from the nearest key viewing areas from which it is visible may be allowed upon a demonstration that:
- A. The site plan requirements for such proposals pursuant to this chapter have been met.
  - B. The area to be mined and the area to be used for primary processing, equipment storage, stockpiling, etc. associated with the use would be visually subordinate as seen from any key viewing areas.
  - C. A reclamation plan to restore the site to a natural appearance that blends with and emulates surrounding landforms to the maximum extent practicable has been approved. The plan shall be approved by the applicable state agency with jurisdiction, or approved by the local government, with technical assistance from applicable state agencies, for uses not under state agency jurisdiction. At minimum, the reclamation plan shall comply with guideline 6 in the "Provisions for All New Development" section of this chapter.
  - D. A written report on a determination of visual subordination has been completed, with findings addressing the extent of visibility of proposed mining activities from key viewing areas, including:
    - (1) A list of key viewing areas from which exposed mining surfaces (and associated facilities/activities) would be visible.



- (2) An estimate of the surface area of exposed mining surfaces that would be visible from those key viewing areas.
  - (3) The distance from those key viewing areas and the linear distance along those key viewing areas from which proposed mining surfaces are visible.
  - (4) The slope and aspect of mining surfaces relative to those portions of key viewing areas from which they are visible.
  - (5) The degree to which potentially visible mining surfaces are screened from key viewing areas by existing vegetation, including winter screening considerations.
  - (6) The degree to which potentially visible mining surfaces would be screened by new plantings, berms, etc. and appropriate time frames to achieve such results, including winter screening considerations.
23. Unless addressed by guideline 22 of this section, new production and/or development of mineral resources may be allowed upon a demonstration that:
- A. The site plan requirements for such proposals pursuant to this chapter have been met.
  - B. The area to be mined and the area used for primary processing, equipment storage, stockpiling, etc., associated with the use would be fully screened from any key viewing area.
  - C. A reclamation plan to restore the area to a natural appearance that blends with and emulates surrounding landforms to the maximum extent practicable has been approved by the applicable state agency with jurisdiction, or approved by the local government, with technical assistance from applicable state agencies, for uses not under state agency jurisdiction. At minimum, the reclamation plan shall comply with guideline 6 of the "Provisions for All New Development" section of this chapter.
24. An interim time period to achieve compliance with visual subordination requirements for expansion of existing quarries and development of new quarries located more than 3 miles from the nearest visible key viewing area shall be established before approval. The interim time period shall be based on site-specific topographic and visual conditions, but shall not exceed 3 years beyond the date of approval.
25. An interim time period to achieve compliance with full screening requirements for new quarries located less than 3 miles from the nearest visible key viewing area shall be established before approval. The interim time period shall be
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based on site-specific topographic and visual conditions, but shall not exceed 1 year beyond the date of approval. Quarrying activity occurring before achieving compliance with full screening requirements shall be limited to activities necessary to provide such screening (creation of berms, etc.).

26. Compliance with specific approval conditions to achieve visual subordination (such as landscaped screening) shall occur within a period not to exceed 2 years after the date of development approval. This guideline shall apply to all development regulated by this section except mining and associated activities.

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*Waterfall on Dog  
Creek in Washington*

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## LANDSCAPE SETTINGS

The Scenic Area is a region of exceptional beauty. To a large degree, this visual richness comes from the diversity of Gorge landscape settings, each with its unique character. Landscape settings are the combination of land uses, landforms, and vegetation patterns that distinguish an area in appearance and character from other portions of the Scenic Area.

The landscape settings goals, policies, and guidelines included in this section represent a long-term vision of scenic protection as expressed in the landscape. Design guidelines are provided to ensure that new developments are compatible with and maintain the character of their setting. They provide specific measures to achieve compliance with visual subordination standards for lands seen from key

viewing areas in a manner responsive to the distinct character of each setting. These guidelines are not intended to limit imagination, variety, or creative design solutions.

Thirteen distinct landscape settings were identified and mapped. The landscape settings map (back pocket), in combination with the design guidelines, will indicate which guidelines apply to a specific area.

### *GMA Goals*

1. Maintain the diversity of Gorge landscapes to protect and enhance the Gorge's scenic beauty.
2. Retain the existing character of the Gorge's rural landscapes and two Rural Centers (Corbett and Skamania).
3. Protect existing riverfront landscape settings when providing additional recreational river access and ensure that riverfront recreation is provided in a manner compatible with those settings.

### *GMA Policies*

1. New developments shall be compatible with their landscape setting and maintain the integrity of that setting. Expansion of existing developments shall be compatible with their landscape setting and maintain the integrity of that setting to the maximum extent practicable.
2. These goals, policies, and guidelines apply only to developments and uses subject to review, pursuant to the Management Plan. While agricultural and forest practices influence landscape settings, they are not subject to the goals, policies, and guidelines for landscape settings.
3. Because of the dynamic nature of landscape settings, these settings shall be reevaluated in the periodic plan review process. Substantial changes, particularly with respect to changes of large areas between wooded and agricultural settings, shall be reflected in periodic revisions to the Management Plan.
4. Maintenance of landscape settings shall be a key consideration in determining minimum parcel sizes for GMA land use designations. Recommended minimum parcel sizes for new land divisions to maintain landscape setting character are included where applicable in the landscape settings descriptions. The Gorge Commission shall use these recommendations when considering minimum parcel sizes for either plan amendments or plan updates.

5. The "Compatible Recreation Use Guidelines" for each landscape setting shall provide the basis for evaluating cumulative effects of recreation proposals on landscape settings, including types and intensities of recreation uses.

## **GMA Descriptions and Guidelines**

### **Pastoral**

#### **Overview and Land Use**

Pastoral settings are essentially agrarian in character, typified by areas of pastures and intensive agriculture. This setting includes areas where orchards, vineyards, row crops, and irrigated pasture predominate the landscape. This setting often includes woodlots and scattered rural residential development. Visual features distinguishing this setting include large expanses of cultivated fields and pastures, punctuated by clusters of farm accessory buildings and hedgerows or poplar rows defining distinct fields. Some small parcels with residences occur, but many parcels range between forty and several hundred acres in size.

#### **Landforms**

These settings usually occur on level ground or gently rolling terrain. Some of these landscapes are found on relatively flat terraces and benches at the top of steep slopes that form the walls of the Gorge. Other pastoral areas occur in the fertile valleys of the major tributaries flowing into the Columbia River.

#### **Vegetation**

Non-native vegetation patterns are predominant. They include alfalfa fields and irrigated pasture, vineyards and fruit orchards, row crops, hedgerows, and poplar rows. Scattered woodlots interspersed throughout this setting reflect the natural vegetation of the portion of the Gorge in which they are located (e.g. Oregon oak and ponderosa pine in the eastern Gorge; Douglas-fir, big leaf maple, and western red cedar in the west).

#### **Compatible Recreation Use Guideline**

Resource-based recreation uses of a very low-intensity or low-intensity nature (as defined in the "Recreation Intensity Classes" section of Part I, Chapter 4: Recreation Resources), occurring infrequently in the landscape, are compatible with this setting.

#### **Recommended Parcel Size for New Land Divisions**

40 acres.



## Design Guidelines

1. New development shall be compatible with the general scale (height, dimensions, overall mass) of development in the vicinity. Expansion of existing development shall comply with this guideline to the maximum extent practicable.
2. Accessory structures, outbuildings, and access ways shall be clustered together as much as possible, particularly towards the edges of existing meadows, pastures, and farm fields.
3. In portions of this setting visible from key viewing areas, the following guidelines shall be employed to achieve visual subordination for new development and expansion of existing development:
  - A. Except as is necessary for site development or safety purposes, the existing tree cover screening the development from key viewing areas shall be retained.
  - B. Vegetative landscaping shall, where feasible, retain the open character of existing pastures and fields.
  - C. At least half of any trees planted for screening purposes shall be species native to the setting or commonly found in the area. Such species include fruit trees, Douglas-fir, Lombardy poplar (usually in rows), Oregon white oak, big leaf maple, and black locust (primarily in the eastern Gorge).
  - D. At least one-quarter of any trees planted for screening shall be coniferous for winter screening.
  - E. The exteriors of structures shall be dark and either natural or earth-tone colors unless specifically exempted pursuant to guidelines 11 or 12 in the "Key Viewing Areas" section of this chapter.

## Coniferous Woodland

### Overview and Land Use

These are primarily thickly forested areas characterized by forest uses and scattered residential development. Forest uses are often small to moderate in scale, particularly in the more settled portions of this setting. Parcels typically range between 20 and 160 acres in size. Large-scale silvicultural operations also occur in the less developed portions of this setting where land holdings tend to be relatively large (several hundred acres and larger) and residences fairly uncommon.



## **Landforms**

These settings are found in hilly and mountainous portions of the Gorge, particularly on the Washington side of the western Gorge (in the GMA). The more gently rolling and accessible portions of this setting contain small-scale agricultural use and relatively more residences.

## **Vegetation**

This setting is generally dominated by large conifer tree species associated with the ecosystems of the wet western slopes of the Cascades. Such species include Douglas-fir, western hemlock, western red cedar, and grand fir. Deciduous trees frequent the riparian corridors and also cover many slopes in the westernmost portions of the Gorge. Common deciduous species include big leaf maple, red alder, black cottonwood, and various species of willow trees. In the eastern portions of this setting and on dry, south-facing slopes, ponderosa pine and Oregon white oak are also common.

## **Compatible Recreation Use Guideline**

Resource-based recreation uses of varying intensities may be compatible with this setting. Typically, outdoor recreation uses in Coniferous Woodlands are low intensity, and include trails, small picnic areas, and scenic viewpoints. Although infrequent, some more intensive recreation uses, such as campgrounds, occur. They tend to be scattered rather than concentrated, interspersed with large areas of undeveloped land and low-intensity uses.

## **Recommended Parcel Size for New Land Divisions**

20 acres.

## **Design Guidelines**

1. New development shall be compatible with the general scale (height, dimensions, and overall mass) of development in the vicinity. Expansion of existing development shall comply with this guideline to the maximum extent practicable.
2. Structure height shall remain below the forest canopy level.
3. In portions of this setting visible from key viewing areas, the following guidelines shall be employed to achieve visual subordination for new development and expansion of existing development:
  - A. Except as is necessary for construction of access roads, building pads, leach fields, etc., the existing tree cover screening the development from key viewing areas shall be retained.

- B. At least half of any trees planted for screening purposes shall be species native to the setting. Such species include: Douglas-fir, grand fir, western red cedar, western hemlock, big leaf maple, red alder, ponderosa pine and Oregon white oak, and various native willows (for riparian areas).
- C. At least half of any trees planted for screening purposes shall be coniferous to provide winter screening.
- D. The exteriors of structures shall be either natural or earth-tone colors, unless specifically exempted pursuant to guidelines 11 or 12 in the "Key Viewing Areas" section of this chapter.

## **Oak-Pine Woodland**

### **Overview and Land Use**

This visually complex setting represents the climatic transition area between the lush forests of the western Gorge and the semi-arid grasslands of the eastern Gorge. Dry oak-pine woods, savannah areas (predominantly grassy openings with scattered trees), and grassy prairies are interspersed with scattered rural development. Such development includes residences, roads, fences, etc. In some portions of this setting, orchards and cultivated areas lend a pastoral flavor to this generally natural-appearing landscape. Most parcels are over 20 acres in size, and are frequently between 40 and 160 acres.

### **Landforms**

Most of this setting is found on gently rolling to hilly terrain. Pastures and small farm uses are interspersed in the gentler portions of this setting. Some very steep slopes and deeply incised side canyons are contained in the least developed portions of this setting.

### **Vegetation**

This setting contains perhaps the most varied vegetative communities in the Gorge, adding to its visual richness. Mixed stands of Oregon white oak and ponderosa pine typify this setting. In the western portions, highest elevations, and north slopes, this community transitions into woodland vegetation patterns, with increasing numbers of Douglas-fir occurring. Drier portions of this setting and areas with poor, thin soils are often treeless prairies. "Biscuit scablands," or patterned ground areas with little vegetation and hummocky rock outcrops, also occur. This special landscape, created by scouring of great floods, is also found in some portions of the Grassland setting.

## Compatible Recreation Use Guideline

Resource-based recreation uses of varying intensities may be compatible with this setting, although most are of a low-intensity nature (such as trails or small scenic outlooks). More intensive recreation uses may be compatible where allowed under the "Recreation Intensity Classes" in Part I, Chapter 4, although they are generally rare in this setting. As with Woodland settings, intensive recreation uses in Oak-Pine Woodlands may be compatible if widely scattered and not in large concentrations.

## Recommended Parcel Size for New Land Divisions

40 acres.

## Design Guidelines

1. New development shall be compatible with the general scale (height, dimensions, and overall mass) of development in the vicinity. Expansion of existing development shall comply with this guideline to the maximum extent practicable.
2. Structure height shall remain below the tree canopy level in wooded portions of this setting.
3. In portions of this setting visible from key viewing areas, the following guidelines shall be employed to achieve visual subordination for new development and expansion of existing development:
  - A. At least half of any tree species planted for screening purposes shall be species native to the setting. Such species include Oregon white oak, ponderosa pine, and Douglas-fir.
  - B. At least half of any trees planted for screening purposes shall be coniferous to provide winter screening.

For substantially wooded portions:

- C. Except as is necessary for construction of access roads, building pads, leach fields, etc., the existing tree cover screening the development from key viewing areas shall be retained.
- D. The exteriors of structures shall be either natural or earth-tone colors, unless specifically exempted pursuant to guidelines 11 or 12 in the "Key Viewing Areas" section of this chapter.

For treeless portions or portions with scattered tree cover:

- E. Structures shall be sited on portions of the property that provide maximum screening from key viewing areas, using existing topographic features.
- F. Patterns of plantings for screening vegetation shall be in character with the surroundings. Residences in grassy, open areas or savannahs shall be partly screened with trees in small groupings and openings between groupings.
- G. Accessory structures, outbuildings, and access ways shall be clustered together as much as possible, particularly towards the edges of existing meadows, pastures, and farm fields.
- H. The exteriors of structures shall be dark and either natural or earth-tone colors, unless specifically exempted pursuant to guidelines 11 or 12 in the "Key Viewing Areas" section of this chapter.

## **Grassland**

### **Overview and Land Use**

This setting comprises large expanses of generally treeless grass and shrub-covered hills and terraces. It covers most of the eastern fourth of the Scenic Area, stretching from just west of The Dalles to the eastern boundary of the Scenic Area. The dominant land use is cattle ranching, with widely scattered residences, accessory buildings, and related structures associated with ranching. Land holdings are relatively large, commonly ranging from several hundred to several thousand acres in size. The long, unbroken vistas and relatively sparse settlement patterns of this setting give it a dramatic, panoramic character distinct from the rest of the Gorge.

### **Landforms**

The Grassland setting is found on gentle to steeply sloping hillsides and relatively level terraces in the eastern Gorge. The distinctive hummocky terrain of some areas of "biscuit scablands" near Dallesport is also included in this setting. In the extreme eastern portions of the Scenic Area, rugged rocky cliffs along the Columbia River also occur.

### **Vegetation**

Grasses, shrubs, and forbs are predominant in this mostly treeless setting. Introduced grass species cover most of the rangelands, with bitterbrush and sagebrush shrubland occurring in some areas. Some areas of native bunchgrasses and forbs still occur, and some rare plant species are found in a few areas of scablands and vernal ponds. Oregon white oak stands grow in some of the intermittent stream drainages. A few tree species have been widely planted as windbreaks and are naturalized to the area, particularly black locust and poplar. A few vineyards and orchards have been planted in the lower terraces of this setting.



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*Grassland and rock  
pinnacle on the edge of  
Rowena Plateau,  
Oregon*

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### **Compatible Recreation Use Guideline**

Resource-based recreation uses of a very low-intensity or low-intensity nature that occur infrequently are compatible with this setting, and include hiking, hunting, and wildlife viewing.

### **Recommended Parcel Size for New Land Divisions**

160 acres.

### **Design Guidelines**

1. New development shall be compatible with the general scale (height, dimensions, and overall mass) of development in the vicinity. Expansion of existing development shall comply with this guideline to the maximum extent practicable.
2. Accessory structures, outbuildings, and access ways shall be clustered together as much as possible. Exceptions to this guideline are permitted where necessary for farming operations.
3. In portions of this setting visible from key viewing areas, the following guidelines shall be employed to achieve visual subordination for new development and expansion of existing development:
  - A. Structures shall be sited on portions of the property that provide maximum screening from key viewing areas, using existing topographic features.



- B. Lower structures that emphasize horizontal lines and blend with this sweeping landscape should be encouraged rather than very tall structures.
- C. Planting of trees for screening shall not be extensive, in character with the openness of this setting. Where used, screening vegetation shall either tie in with nearby riparian vegetation in seasonal drainages or emulate windrows. At least half of any trees planted for screening purposes shall be species native to the setting or commonly found in the area. Such species include Oregon white oak, Lombardy poplar, black locust, black cottonwood (wet locations), Russian olive and ponderosa pine.
- D. The exteriors of structures shall be dark and either natural or earth-tone colors, unless specifically exempted pursuant to guidelines 11 or 12 in the "Key Viewing Areas" section of this chapter.

## **Rural Residential**

### **Overview and Land Use**

Rural Residential settings occur throughout the Scenic Area, consisting of areas primarily committed to single-family residential development. These areas include numerous relatively small parcels, usually ranging between 1 and 5 acres. Because of these densities and the usually small size of these residential enclaves, Rural Residential settings often retain some rural character in contrast to larger, denser residential neighborhoods in the Urban Areas.

### **Landforms**

Rural Residential settings occur in portions of the Gorge landscape that are relatively accessible and lacking in physical development constraints. Most of these areas are gently rolling or level terraces and valley floors. Rural Residential areas are rarely found in steep terrain.

### **Vegetation**

Most Rural Residential settings include numerous plantings of ornamental and other non-native species in residential yards. In some of the less dense Rural Residential areas, remnants of the area's native vegetation have been preserved. In these areas, retention of the native vegetative communities has substantially contributed to the blending of the residential uses with their surroundings.

### **Compatible Recreation Use Guideline**

Compatible recreation uses are usually limited to small community park facilities, but may occasionally include low-intensity resource-based recreation uses (such as small scenic overlooks).

## **Recommended Parcel Size for New Development**

Two acres or 5 acres, depending upon the existing character of the area as reflected in average parcel size and development patterns.

## **Design Guidelines**

1. New development shall be compatible with the general scale (height, dimensions, and overall mass) of development in the vicinity. Expansion of existing development shall comply with this guideline to the maximum extent practicable.
2. Existing tree cover shall be retained as much as possible, except as is necessary for site development, safety purposes, or as part of forest management practices.
3. In portions of this setting visible from key viewing areas, and not exempt from visual subordination guidelines (see "Developed Settings and Visual Subordination Policies" in this section), the following guidelines shall be employed to achieve visual subordination for new development and expansion of existing development:
  - A. Except as is necessary for site development or safety purposes, the existing tree cover screening the development from key viewing areas shall be retained.
  - B. At least half of any trees planted for screening purposes shall be species native to the setting or commonly found in the area.
  - C. At least half of any trees planted for screening purposes shall be coniferous to provide winter screening.
  - D. The exteriors of structures shall be dark and either natural or earth-tone colors, unless specifically exempted pursuant to guidelines 11 or 12 in the "Key Viewing Areas" section of this chapter.

## **Rural Residential/Pastoral, Rural Residential/Coniferous Woodland, and Rural Residential/Oak-Pine Woodland**

### **Overview and Land Use**

This setting reflects areas that are partly rural residential in nature, yet still substantially retain characteristics of a more rural setting (either Pastoral, Coniferous Woodland or Oak-Pine Woodland).

Such areas are typically composed of a combination of rural residential and small-scale agricultural and forest uses. Parcels in these areas generally range between 5 and 20 acres in size, although some smaller residential lots and a few larger vacant parcels occur.

## **Landforms**

These combination settings generally occur in gentle terrain with relatively good access.

## **Vegetation**

As with Rural Residential settings, natural vegetation patterns have been altered by ornamental and other non-native plantings on residential lots, although to a substantially lesser degree. The Rural Residential/Pastoral settings frequently contain pastures, small orchards, and other characteristic pastoral vegetation elements. Rural Residential/Coniferous Woodland and Rural Residential/Oak-Pine Woodland settings still retain much of the natural vegetative communities. In these settings, residential development blends with the rural landscape to a greater degree than in Rural Residential settings.

## **Compatible Recreation Use Guideline**

Very low-intensity and low-intensity resource-based recreation uses, scattered infrequently in the landscape, may be compatible with this setting.

## **Recommended Parcel Size for New Land Divisions**

Ten acres or 20 acres, depending upon the existing character of the area, as reflected in average parcel size and development patterns. However, a 10-acre minimum parcel size is recommended for all Rural Residential/Coniferous Woodland settings.

## **Design Guidelines**

1. New development in this setting shall meet the design guidelines described for both the Rural Residential setting and the more rural setting with which it is combined (either Pastoral, Coniferous Woodland or Oak-Pine Woodland), unless it can be demonstrated that compliance with the guidelines for the more rural setting is impracticable. Expansion of existing development shall comply with this guideline to the maximum extent practicable.
2. In the event of a possible conflict between the two sets of guidelines, the guidelines for the more rural setting (Coniferous Woodland, Oak-Pine Woodland or Pastoral) shall apply, unless it can be demonstrated that application of such guidelines would not be practicable.

## **Residential**

### **Overview and Land Use**

A very limited number of areas in the General Management Area already contain dense residential development on parcels of less than 1 acre on the average. These areas, because of their density, size, and proximity to Urban Area development (in all but one case), are essentially suburban in nature and have not retained any rural characteristics. The subdivision north of Chenoweth Creek, known as "Murray's Addition," is the largest of the few Residential settings in the GMA.

### **Landforms**

The Residential settings in the GMA are located on flat or gentle terrain in areas that are readily accessible.

### **Vegetation**

With a few exceptions, natural vegetation patterns in these dense residential areas have been replaced by ornamental and non-native plantings.

### **Compatible Recreation Use Guideline**

Compatible recreation uses are essentially limited to community park facilities.

### **Design Guidelines**

1. New development shall be compatible with the general scale (height, dimensions, and overall mass) of development in the vicinity. Expansion of existing development shall comply with this guideline to the maximum extent practicable.
2. In portions of this setting visible from key viewing areas and not exempt from visual subordination guidelines (see "Developed Settings and Visual Subordination Policies" in this section), the following guidelines shall be employed to achieve visual subordination for new development and expansion of existing development:
  - A. Except as is necessary for site development or safety purposes, the existing tree cover screening the development from key viewing areas shall be retained.
  - B. The exteriors of structures shall be non-reflective unless fully screened from key viewing areas with existing vegetation and/or topography.
  - C. At least half of any trees planted for screening purposes shall be species native to the setting or commonly found in the area.
  - D. At least half of any trees planted for screening purposes shall be coniferous to provide winter screening.



- E. The exteriors of structures shall be dark and either natural or earth-tone colors, unless specifically exempted pursuant to guidelines 11 or 12 in the "Key Viewing Areas" section of this chapter.

## **Village**

### **Overview and Land Use**

The Village setting applies to the two designated Rural Centers in the GMA (Corbett and Skamania--see Part II, Chapter 5), as well as the Broughton Mill area (approved for a resort by the Gorge Commission in 1989). This setting reflects the nature of the Rural Centers as service centers and gathering places for nearby rural residences. The Village setting contains many small residential parcels and a central core, serving both commercial and social functions. Village settings are distinguished from Rural Residential settings by their mix of residential, institutional (churches, schools, etc.), and commercial uses, creating a small town atmosphere.

### **Landforms**

Village settings have evolved in level or gently rolling areas lacking any substantial physical development constraints or access problems.

### **Vegetation**

Although the Village settings are densely settled relative to the surrounding rural landscape, some areas have retained the natural vegetation of the region in which they are located. Much of the vegetation in this setting, particularly in the Corbett area, consists of non-native species planted by homeowners.

### **Compatible Recreation Use Guideline**

Compatible recreation uses may include community parks serving the recreation needs of local residents, and varying intensities of other recreation uses.

### **Special Policies for Village Setting**

1. The Gorge Commission shall consult with community groups and the appropriate county to refine and revise these design guidelines as appropriate to reflect community desires and interests.
2. The Gorge Commission shall consult with the Oregon Department of Transportation, the Historic Columbia River Highway Advisory Committee, and Multnomah County to define desirable and appropriate provisions for curbs, parking treatments, and access on the Historic Highway.



## Design Guidelines

1. New development shall be compatible with the general scale (height, dimensions, and overall mass) of development in the vicinity. Expansion of existing development shall comply with this guideline to the maximum extent practicable.
2. New commercial buildings shall be limited in size to a total floor area of 5,000 square feet or less, and shall be limited in height to 2 1/2 stories or less.
3. For new commercial, institutional (churches, schools, government buildings), or multifamily residential uses on parcels fronting a scenic travel corridor (Washington State Route 14 or the Historic Columbia River Highway) and expansion of existing development for such uses, parking shall be limited to rear or side yards of buildings to the maximum extent practicable.
4. New vehicular access points to the scenic travel corridors shall be limited to the maximum extent practicable, and access consolidation shall be required where feasible.
5. New development proposals and expansion of existing development shall be encouraged to follow planned unit development approaches, featuring consolidated access, commonly shared landscaped open areas, etc.
6. New commercial, institutional or multifamily residential uses fronting a scenic travel corridor shall comply with the following landscape requirements:
  - A. Parking or loading areas for 10 or more spaces shall include a landscaped strip at least 5 feet wide between the new use and the scenic travel corridor roadway.
  - B. The landscape strip required in guideline 6(a), above, shall include shrubs, vegetative ground cover, and, at minimum, one tree. Trees shall be spaced as appropriate to the species and not to exceed 25 feet apart on the average.
7. The use of building materials that reinforce the Village setting's character, such as wood, log, or stone, and that reflect community desires, should be encouraged.
8. Architectural styles that are characteristic of the area (such as 1 1/2-story dormer roof styles in Corbett) and that reflect community desires should be encouraged. Entry signs should be consistent with such architectural styles.
9. Design features that create a "pedestrian-friendly" atmosphere, such as large shop windows on the ground floor of commercial buildings, porches along ground floors with street frontage, etc., should be encouraged.

10. Pedestrian walkways and bicycle paths should be encouraged and integrated into new developments wherever feasible.
11. Where feasible, existing tree cover of species native to the region or commonly found in the area shall be retained when designing new development or expanding existing development.

## **River Bottomlands**

### **Overview and Land Use**

This setting includes lush floodplains and riparian forests found along the shores of the Columbia River, particularly below Bonneville Dam. Much of this setting has been lost to dam, freeway and railroad construction. In many places in the GMA, only thin strips of this setting remain, directly adjacent to the river. These remnants are still visually distinct settings that markedly contrast with adjacent rocky slopes or upland conifer forests.

Some of these areas include small pastures and scattered rural residential development, as well as major transportation facilities. This setting also includes major existing park and recreation facilities along the river (e.g. Celilo Park) and the most potentially suitable areas for concentrated public recreational river access, as identified in the planning process.

### **Landforms**

River Bottomlands are, by their nature, confined to flat or gently sloping lands representing remnants of the original Columbia River floodplain.

### **Vegetation**

Where unaltered, this setting consists primarily of a largely deciduous forest, with black cottonwood, red alder, bigleaf maple, and willows dominating. Unforested marshes also occur in this setting, although the largest of these ecologically critical vegetative communities are in the Special Management Area. Major parks in River Bottomlands contain some vegetation patterns uncharacteristic of pristine riparian communities, such as mowed lawn areas and some ornamental plantings. However, to a large degree, the riverfront parks that best blend with the natural surroundings emphasize native species plantings and retention of existing riparian vegetation communities. Thus, the deciduous-dominated riparian species found in River Bottomlands are emphasized as the major vegetation element in the design guidelines applicable to new recreation uses in this setting.

## Compatible Recreation Use Guideline

Compatible recreation uses in this setting depend on the degree of natural resource sensitivity of a particular site. In the most critically sensitive River Bottomlands, very low-intensity uses that do not impair wetlands or special habitat requirements may be compatible.

In other River Bottomland areas, nodes of moderate-intensity and/or high-intensity recreation uses may be compatible, provided that: (1) their designs emphasize retention and/or enhancement of native riparian communities, (2) structures and parking areas are visually subordinate, and (3) they are separated from other areas of concentrated recreation usage by stretches of natural-appearing shoreline and adjacent uplands.

## Design Guidelines

1. New development shall be compatible with the general scale (height, dimensions, and overall mass) of development in the vicinity. Expansion of existing development shall comply with this guideline to the maximum extent practicable.
2. In portions of this setting visible from key viewing areas, the following guidelines shall be employed to achieve visual subordination for new development and expansion of existing development:
  - A. Except as is necessary for site development or safety purposes, existing tree cover screening the development from key viewing areas shall be retained.
  - B. At least half of any trees planted for screening purposes shall be species native to the River Bottomland setting. Public recreation developments are encouraged to maximize the percentage of planted screening vegetation native to this setting. Such species include black cottonwood, big leaf maple, red alder, Oregon white ash, Douglas-fir, western red cedar and western hemlock (west Gorge), and various native willow species.
  - C. At least one-quarter of any trees planted for screening purposes shall be coniferous for winter screening.
  - D. The exteriors of structures shall be dark and either natural or earth-tone colors, unless specifically exempted pursuant to guidelines 11 or 12 in the "Key Viewing Areas" section of this chapter.

## Gorge Walls, Canyons, and Wildlands

### Overview and Land Use

This setting represents the bluffs, cliffs and steep slopes that form the walls of the Gorge and the deeply incised canyons of the Columbia River's major tributaries. Because of extreme steepness, and in some cases inaccessibility and instability, these areas are largely undeveloped. They represent some of the most natural settings in GMA lands, despite the proximity of some of these areas to major thoroughfares. Prevailing land use in these areas is undeveloped vacant land, although low-intensity recreation use and some silviculture occur in a few limited areas.

### **Landform**

The landform component of this setting is a much greater determinant of its character than is true for any other setting. Steep wooded slopes, canyon walls, and sheer rock faces characterize this setting. In the side canyons, small ribbons of riparian floodplain areas also occur.

### **Vegetation**

The steepest portions of this setting are rocky cliffs devoid of much vegetation or loose talus slopes with limited vegetation (although such slopes often include large, old fir, pine, and maple trees). Other portions of this setting include stands of large fir and pine trees, some of which appear to be the original forest cover. At the bottom of the Hood, White Salmon, and Little White Salmon River canyons, narrow bands of lush, riparian vegetation are found.

### **Compatible Recreation Use Guideline**

Because of the fragility, steepness, and undeveloped nature of these lands, compatible recreation uses are usually limited to very low-intensity or low-intensity, resource-based activities that focus on enjoyment and appreciation of sensitive resources. Such uses (such as trails) are generally associated with minimal facility development, if any.

### **Design Guidelines**

1. New development and expansion of existing development shall be screened so it is not seen from key viewing areas, to the maximum extent practicable.
2. All trees planted to screen permitted development and uses from key viewing areas shall be native to the area.
3. Existing tree cover shall be retained to the maximum extent practicable, except for the minimum removal necessary to accommodate facilities otherwise permitted in the underlying land use designation or for safety purposes.
4. All structures shall be limited in height to a maximum of 1 1/2 stories.



5. The exteriors of structures shall be non-reflective.
6. Signage shall be limited to natural materials such as wood or stone, with natural or earth-tone colors, unless public safety concerns or federal or state highway standards require otherwise.

### **Developed Settings and Visual Subordinance Policies**

GMA policies to protect key viewing area viewsheds require that all new development on lands seen from key viewing areas be visually subordinate to its landscape setting, except for "specified developed settings that are not visually sensitive."

Three landscape settings are considered developed settings within this context: Rural Residential, Residential, and Village. Of all GMA lands in these three settings, six particular areas that are not visually sensitive have been identified. New development in these settings shall be compatible with the setting, but not necessarily visually subordinate. These areas are:

1. Corbett Rural Center (Village)
2. Skamania Rural Center (Village)
3. West of Hood River Urban Area, east of Country Club Road (Rural Residential)
4. Murray's Addition subdivision, The Dalles (Residential)
5. Two small areas south of The Dalles in Sections 9 and 10, Township 1N, Range 13E (Residential)
6. Portion of Underwood Heights along Cooper Avenue, south of Cook-Underwood Road (Rural Residential)

## **SCENIC TRAVEL CORRIDORS**

Several state and federal highways, renowned as highly scenic travel and recreation corridors, traverse the Scenic Area. These travelways parallel the Columbia River and several of its major tributaries. Among these well-known roads are the Historic Columbia River Highway, Washington State Route 14, Interstate 84 (recently designated as one of the most scenic highways in America by Rand McNally), and Oregon Highway 35. The latter two roads form two of the three legs of the widely publicized "Mt. Hood Loop."

The scenic travel corridors program acknowledges the importance of these travelways to the Scenic Area. It provides measures to protect and enhance the scenic qualities of the landscapes within the foregrounds of these roads. Many of the objectives



included in this section require implementing actions from the state agencies charged with managing these scenic byways, in coordination with local governments.

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*View from atop  
Burdoon Mountain  
into the middle of the  
Gorge*

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### **GMA Goal**

Designate those portions of the following roads in the Scenic Area as scenic travel corridors and protect and enhance scenic resources within the corridors: Washington State Routes 14, 141, and 142, Interstate 84, the Historic Columbia River Highway (all segments), and Oregon Highway 35.

### **GMA Objectives**

1. Establish coordinated, cooperative implementation programs with the state highway departments, railroads, the Bonneville Power Administration, and utility companies that include protection measures to mitigate visual effects of new corridor development and enhancement measures to reduce visual effects of existing development.
2. Establish a program to provide incentives for landowners or land managers to screen or remove discordant features in the foreground of scenic travel corridors.
3. Encourage communities along scenic travel corridors to enhance the entries to their communities.
4. Encourage the railroads and utility companies to place signal wires and powerlines underground where such features are visually dominant and detract from the visual quality of scenic travel corridors.

5. Encourage the railroads and utility companies to use colors that are visually subordinate on existing equipment along scenic travel corridors.
6. Encourage the Washington and Oregon Departments of Transportation to take the following measures to improve the visual quality of scenic travel corridors:
  - A. Place reflectors on guardrails rather than on free-standing posts where feasible and not detrimental to public safety.
  - B. Remove unnecessary highway signs and consolidate signs, wherever possible.
  - C. Replace sections of white guardrail where white contrasts noticeably with gray or galvanized sections, except along the Historic Columbia River Highway, where two-rail white guardrails are encouraged to emulate historic styles.
  - D. Construct berms to emulate natural contours to the maximum extent practicable and eliminate any construction berms that no longer perform any function.
  - E. Close unused access roads that no longer provide any service or perform any function and that intersect scenic travel corridors.
  - F. Use native plants to the maximum extent practicable when planting any new vegetation in scenic travel corridor rights-of-way.
7. Establish a program to reclaim abandoned quarries in the foreground of scenic travel corridors.
8. Encourage the Bonneville Power Administration to use colors that are visually subordinate on its existing facilities seen from scenic travel corridors.
9. Encourage the Bonneville Power Administration to improve the visual quality of powerline rights-of-way by restoring vegetation to its natural appearance wherever possible.
10. Establish new viewpoints of the Columbia River and lands within the Gorge at places offering outstanding views along scenic travel corridors. (Same as objective 4 under "Scenic Appreciation and Scenic Travel Corridors" in Part I, Chapter 4.)
11. Create or restore openings in vegetation along Washington State Route 14, Interstate 84, and the Historic Columbia River Highway to provide or improve views of the Columbia River and the walls of the Gorge in a manner that does not adversely affect the scenic, cultural, natural, or recreation resources of the Scenic Area. (Same as objective 5 under "Scenic Appreciation and Scenic Travel Corridors" in Part I, Chapter 4.)

12. Encourage the railroads and state departments of transportation to use integrated vegetation management practices in managing vegetation in scenic travel corridor foregrounds.



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*The Dalles Dam with a view of the Columbia  
Hills grazing country in the background*

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### ***GMA Policies***

1. Programs and specific provisions developed for scenic travel corridors shall emphasize protection and enhancement of the corridors' foreground.
2. To achieve scenic travel corridor objective 1, above, the Gorge Commission shall consider establishing an interagency Scenic Travel Corridor Implementation Task Force, to be composed of representatives of all entities referenced in objective 1, as well as local and Indian tribal government representatives.
3. New structural development, other than access roads, pathways, or necessary signage, shall be limited in the immediate foreground of scenic travel corridors. Expansion of existing development shall comply with this policy to the maximum extent practicable.

4. New production and/or development of mineral resources may be permitted in the foregrounds of scenic travel corridors upon a demonstration that such uses would be fully screened from view of the corridor roadway itself. Expansion of existing quarries in the foregrounds of scenic travel corridors may be permitted if determined to be visually subordinate.
5. A reclamation plan shall be required for expansion of existing quarries and all new mining activity within scenic travel corridors, including quarries for which no reclamation program is required by the laws of Washington or Oregon.
6. New signal wires and powerlines along scenic travel corridors shall be placed underground to the maximum extent practicable in areas where above-ground facilities would be visually dominant and detract from corridor visual quality.
7. New mailboxes and newspaper boxes along scenic travel corridors shall be clustered to the maximum extent practicable.
8. New residential and commercial driveway access to scenic travel corridors shall be consolidated to the maximum extent practicable.
9. New road cuts shall be contoured to approximate a natural-appearing grade and vegetated with species native or naturalized to the area in order to blend with the landscape setting.

### *GMA Guidelines*

1. For the purposes of implementing this section, the foreground of a scenic travel corridor shall include those lands within 1/4 mile of the edge of pavement of the scenic travel corridor roadway.
2. All new buildings and alterations to existing buildings shall be set back at least 100 feet from the edge of pavement of the scenic travel corridor roadway. This policy shall not apply in Rural Center designations (Village landscape setting). A variance to this setback requirement may be granted pursuant to guideline 2 in "Variances from Setbacks and Buffers" (Part II, Chapter 7: General Policies and Guidelines). All new parking lots and expansions of existing parking lots shall be set back at least 100 feet from the edge of pavement of the scenic travel corridor roadway, to the maximum extent practicable.
3. Additions to existing buildings or expansion of existing parking lots located within 100 feet of the edge of pavement of a scenic travel corridor roadway shall comply with guideline 2 of this section to the maximum extent practicable. This guideline shall not apply in Rural Center designations (Village landscape setting).
4. All proposed vegetation management projects in public rights-of-way to provide or improve views shall include the following:



- A. An evaluation of potential visual impacts of the proposed project as seen from any key viewing area.
  - B. An inventory of any rare plants, sensitive wildlife habitat, wetlands, or riparian areas on the project site. If such resources are determined to be present, the project shall comply with applicable Management Plan guidelines to protect the resources.
5. When evaluating possible locations for undergrounding of signal wires or powerlines, railroads and utility companies shall prioritize those areas specifically recommended as extreme or high priorities for undergrounding in the *Columbia River Gorge National Scenic Area Corridor Visual Inventory* (April 1990).
6. New production and/or development of mineral resources proposed within 1/4 mile of the edge of pavement of a scenic travel corridor may be allowed upon a demonstration that full visual screening of the site from the scenic travel corridor can be achieved by use of existing topographic features or existing vegetation designed to be retained through the planned duration of the proposed project. An exception to this may be granted if planting of new vegetation in the vicinity of the access road to the mining area would achieve full screening. If existing vegetation is partly or fully employed to achieve visual screening, over 75 percent of the tree canopy area shall be coniferous species providing adequate winter screening. Mining and associated primary processing of mineral resources is prohibited within 100 feet of a scenic travel corridor, as measured from the edge of pavement, except for access roads. Compliance with full screening requirements shall be achieved within timeframes specified in guideline 25 of the "Key Viewing Areas" section of this chapter.
7. Expansion of existing quarries may be allowed pursuant to guideline 22 in the "Key Viewing Areas" section of this chapter. Compliance with visual subordination requirements shall be achieved within timeframes specified in guideline 24 of the "Key Viewing Areas" section of this chapter.

## SIGNS

### GMA Goal

Protect and enhance scenic resources by minimizing visual impacts of signage, while authorizing signage necessary for commerce, recreation, safety, and public information.

### GMA Objective

Encourage the use of the Columbia River Gorge National Scenic Area Graphic Signing System for public signs in and adjacent to public rights-of-way.



### GMA Policies

1. New signs within state and federal highway rights-of-way shall comply with the standards of the Columbia River Gorge National Scenic Area Graphic Signing System. Exceptions may be granted if necessary for public safety, traffic control, or highway construction signs when the Graphic Signing System conflicts with the requirements of the *Manual for Uniform Traffic Control Devices*.
2. New signs shall be designed and sited in a manner that achieves their intended function and is compatible with their settings, to the maximum extent practicable.
3. Guidelines for alteration and amortization of nonconforming signs shall be employed to bring such signage into conformance with the provisions of this section.

### GMA Guidelines

1. All signs must meet the following guidelines unless these guidelines conflict with the *Manual for Uniform Traffic Control Devices* for public safety, traffic control or highway construction signs. In such cases, the standards in the *Manual for Uniform Traffic Control Devices* shall supersede these guidelines.
  - A. The support structure shall be unobtrusive and have low visual impact.
  - B. Lettering colors with sufficient contrast to provide clear message communication shall be allowed. Signs shall be colored to blend with their setting to the maximum extent practicable.
  - C. Backs of all signs shall be unobtrusive, nonreflective, and blend in with the setting.
  - D. Spotlighting of signs may be allowed where needed for night visibility. Backlighting is not permitted for signs.
2. Business identification or facility entry signs located on the premises may be allowed, subject to review for consistency with guideline 1 of this section.
3. The following may be permitted without review subject to guideline 1 of this section:
  - A. Ordinary repair and maintenance of signs.
  - B. Election signs that are not displayed for more than 60 days. Removal must be accomplished within 30 days of election day.

- C. "For sale" signs not greater than 12 square feet. Removal must be accomplished within 30 days of close of sale.
  - D. Temporary construction site identification, public service company, safety, or information signs not greater than 32 square feet. Exceptions may be granted for public highway signs necessary for public safety and consistent with the *Manual for Uniform Traffic Control Devices*. Removal must be accomplished within 30 days of project completion.
  - E. Signs posted on private property warning the public against trespassing, danger from animals, the private nature of a road, driveway or premise, or signs prohibiting or otherwise controlling fishing or hunting, provided such signs are not greater than 6 square feet.
  - F. Temporary signs advertising civil, social, or political gatherings and activities, provided such signs do not exceed 12 square feet. Removal must be accomplished within 30 days of the close of the event.
  - G. Signs posted by governmental jurisdictions giving notice to the public. Such signs shall be no larger than that required to convey the intended message.
  - H. Signs associated with the use of a building or buildings, if placed flat on the outside walls of buildings (not on roofs or marquees).
- 4. Other signs not addressed or expressly prohibited by this section may be permitted without review.
  - 5. Any sign that does not conform with a provision of these guidelines and has existed before their adoption is subject to the following provisions:
    - A. Alteration of existing nonconforming signs shall comply with these guidelines.
    - B. Any nonconforming sign used by a business must be brought into conformance concurrent with any expansion or change in use that requires a development permit.
  - 6. Except for signs along public highways necessary for public safety, traffic control, or road construction and consistent with the *Manual for Uniform Traffic Control Devices*, the following signs are prohibited:
    - A. Luminous signs or those with intermittent or flashing lights. These include neon signs, fluorescent signs, light displays, and other signs that are internally illuminated, exclusive of seasonal holiday light displays.
    - B. New billboards.

C. Signs with moving elements.

D. Portable or wheeled signs, or signs on parked vehicles where the sign is the primary use of the vehicle.



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*Horsethief Butte  
and Horsethief  
Lake in  
Washington*

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## SMA PROVISIONS

### *SMA Goal*

Protect and enhance scenic resources.

### *SMA Policies*

1. The following landscape settings shall be protected:

A. Pastoral

(Same land use, landform, and vegetation descriptions as GMA)

B. Coniferous Woodland

(Same land use, landform, and vegetation descriptions as GMA)

C. Oak-Pine Woodland

(Same land use, landform, and vegetation descriptions as GMA)

D. Residential

(Same land use, landform, and vegetation descriptions as GMA)

E. River Bottomlands

(Same land use, landform, and vegetation descriptions as GMA)

F. Gorge Walls, Canyonlands, and Wildlands

(Same land use, landform, and vegetation descriptions as GMA)

2. The existing appearance and character of the identified landscape setting shall be maintained.
3. New developments and land uses shall maintain the visual character of the landscape setting in which the development is located.
4. The Forest Service Visual Quality Objective (VQO) system shall be used to evaluate all new developments and land uses. Each landscape setting will be assigned visual quality objectives.
5. For National Forest lands, the VQOs identified in the Mt. Hood and Gifford Pinchot National Forest Plans shall be used.
6. Where appropriate, scenic easements or fee purchase by the federal government shall be used to protect and perpetuate certain landscape settings.
7. Size, scale, shape, color, texture, siting, height, building materials, lighting, or other visual aspects shall be regulated to protect the scenic resources.
8. New developments and land uses occurring in the foreground of key viewing areas shall protect scenic values.
9. Rehabilitation or modification of historic structures on or eligible for the National Register of Historic Places may be exempt from the above policies if such modification is in compliance with the National Register of Historic Places guidelines.
10. The Historic Columbia River Highway, Washington State Route 14, Interstate 84, the Larch Mountain Road, the Wyeth Bench Road, and Klickitat County Road 1230 shall be managed as scenic routes.



### SMA Guidelines

1. New developments and land uses shall be evaluated to ensure that scenic resources are not adversely affected, including cumulative effects, based on visibility from key viewing areas.
2. All new developments and land uses immediately adjacent to scenic routes shall be in conformance with state or county scenic route guidelines.
3. New land uses or developments shall comply with the following design guidelines:
  - A. Pastoral: Pastoral areas shall retain the overall appearance of an agricultural landscape.
    - (1) New developments and forest practices shall meet the VQO of partial retention.
    - (2) The use of plant species common to the landscape setting shall be encouraged. The use of plant species in rows, as commonly found in the landscape setting, is encouraged.
    - (3) The exteriors of structures shall be earth-tone colors that will result in low contrast with the surrounding landscape.
    - (4) The exteriors of structures may be white (except for the roof) only in the Mt. Pleasant and Dodson-Warrendale areas where other white structures are evident in the setting.
  - B. Coniferous Woodland and Oak-Pine Woodland: Woodland areas shall retain the overall appearance of a woodland landscape. New developments and land uses shall retain the overall visual character of the natural appearance of the Coniferous Woodland and Oak-Pine Woodland landscape.
    - (1) New developments and land uses in lands designated Federal Forest or Open Space (see land use designations in Part II) shall meet the VQO of retention; all other land use designations shall meet the VQO of partial retention as seen from key viewing areas.
    - (2) Forest practices on National Forest lands included in the Mt. Hood and Gifford Pinchot National Forest Plans shall meet the VQO identified for those lands in those plans.
    - (3) Buildings shall be encouraged to have a vertical overall appearance in the Coniferous Woodland landscape setting and a horizontal overall appearance in the Oak-Pine Woodland landscape setting.



- (4) Use of plant species native to the landscape setting shall be encouraged. Where non-native plants are used, they shall have native-appearing characteristics.
- (5) The exteriors of structures in the Coniferous Woodland landscape setting shall be dark earth-tone colors that will result in low contrast with the surrounding landscape as seen from key viewing areas.
- (6) The exteriors of structures in the Oak-Pine Woodland landscape setting shall be earth-tone colors that will result in low contrast with the surrounding landscape as seen from key viewing areas.

C. Residential: The Residential setting is characterized by concentrations of dwellings.

- (1) New developments and land uses shall meet the VQO of partial retention.
- (2) At Rowena Dell, new buildings shall have a rustic appearance and use natural materials and earth-tone colors.
- (3) At Latourell Falls, new buildings shall have an appearance consistent with the predominant historical architectural style.
- (4) Use of plant species native to the landscape setting shall be encouraged. Where non-native plants are used, they shall have native-appearing characteristics.

D. River Bottomlands: River Bottomlands shall retain the overall visual character of a floodplain and associated islands.

- (1) New developments and land uses shall meet the VQO of partial retention, except in areas designated Open Space, where they shall meet the VQO of retention.
- (2) Buildings shall have an overall horizontal appearance in areas with little tree cover.
- (3) Use of plant species native to the landscape setting shall be encouraged. Where non-native plants are used, they shall have native-appearing characteristics.
- (4) The exteriors of structures shall be earth-tone or water-tone colors that will result in low contrast with the surrounding landscape.

- E. Gorge Walls, Canyonlands, and Wildlands: New developments and land uses shall retain the overall visual character of the natural-appearing landscape.
  - (1) New developments and land uses shall meet the VQO of retention as seen from key viewing areas.
  - (2) Structures, including signs, shall have a rustic appearance, use nonreflective materials, have low contrast with the surrounding landscape, and be of a Cascadian architectural style.
  - (3) Temporary roads shall be promptly closed and revegetated.
  - (4) New utilities shall be below ground surface, where feasible.
  - (5) Use of plant species non-native to the Columbia River Gorge shall not be allowed.
  - (6) The exteriors of structures shall be dark earth tones that will result in the structure having low contrast with the surrounding landscape.
- 4. For forest practices, the following guidelines shall apply:
  - A. Forest practices shall meet the design guidelines and VQO for the landscape setting designated for the management area.
  - B. Not more than 16 percent of each total ownership within a viewshed shall be in created openings at any one time. The viewshed boundaries shall be delineated by the Forest Service.
  - C. Size, shape, and dispersal of created openings shall maintain the natural patterns in the landscape.
  - D. The maximum size of any created opening shall be 15 acres. In the foreground of key viewing areas, the maximum size of created openings shall be 5 acres.
  - E. Clearcutting shall not be used as a harvest practice on land designated Federal Forest.
  - F. Created openings shall not create a break or opening in the vegetation in the skyline as viewed from a key viewing area.
  - G. Created openings shall be dispersed to maintain at least 400 feet of closed canopy between openings. Closed canopy shall be at least 20 feet tall.
- 5. The following design standards shall be applied to all new land uses and developments, regardless of location or landscape setting:

- A. Proposed developments shall not protrude above the line of a bluff, cliff, or skyline as seen from key viewing areas.
- B. Size, scale, shape, color, texture, siting, height, building materials, lighting, or other features of a proposed structure shall be visually subordinate in the landscape and have low contrast in the landscape.
- C. Colors shall be used in a manner so that developments are visually subordinate to the natural and cultural patterns in the landscape setting. Colors for structures and signs should be slightly darker than the surrounding background.
- D. Structure height shall remain below the average tree canopy height of the natural vegetation adjacent to the structure, except if it has been demonstrated that meeting this guideline is not feasible considering the function of the structure.
- E. Proposed developments or land use shall be aligned, designed, and sited to fit the natural topography and to take advantage of vegetation and landform screening, and to minimize visible grading or other modifications of landforms, vegetation cover, and natural characteristics.
- F. Any exterior lighting shall be sited, limited in intensity, shielded, or hooded in a manner that prevents lights from being highly visible from key viewing areas and from noticeably contrasting with the surrounding landscape setting, except for road lighting necessary for safety purposes.
- G. Seasonal lighting displays shall be permitted on a temporary basis, not to exceed 3 months.
- H. Reflectivity of structures and site improvements shall be minimized.
- I. Right-of-way vegetation shall be managed to minimize visual impacts of clearing and other vegetation removal as seen from key viewing areas. Roadside vegetation management (vista clearing, planting, etc.) should enhance views from the highway.
- J. Screening from key viewing areas shall be encouraged for existing and required for new road maintenance, warehouse, and stockpile areas.

## REFERENCES

The following sources of information were used in mapping landscape settings.

National Scenic Area land use inventory, 1988. Cascade Planning Associates.

Aerial photography (color and black and white), 1988. U.S. Forest Service, National Scenic Area Office.

County assessor parcel maps for Clark, Skamania, Klickitat, Multnomah, Hood River, and Wasco counties, various dates.

Visual monitoring station photographs, 1988-89. U.S. Forest Service, National Scenic Area Office.

Vegetation classes inventory, 1988. Chris Kiilsgard.

Visual attributes inventory, 1988. U.S. Forest Service, National Scenic Area Office.

Landscape sensitivity inventory, 1988. U.S. Forest Service, National Scenic Area Office.

Visual absorption capability inventory, 1988. U.S. Forest Service, National Scenic Area Office.

Landscape character units, as identified in the *National Scenic Area Corridor Visual Inventory*, 1990. U.S. Forest Service, Columbia River Gorge Commission, Oregon Department of Transportation, and Washington Department of Transportation.

Digital elevation model, slope classes map, 1990. U.S. Forest Service, National Scenic Area Office.

U.S. Geological Survey topographic quadrangle maps, various dates.

Preliminary land use designations, General Management Area, 1989. Columbia River Gorge Commission.



# Cultural Resources

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Cultural resources are the evidence of past human activity that are important in the history, archaeology, architecture, or culture of a community or region. (A complete definition appears in the glossary.) They can be divided into three groups:

**Archaeological resources:** Physical remains or ruins of past generations, such as the remains of a rock shelter, an Indian village, or a pioneer settlement. Other examples include rock art, graves, and artifacts such as arrowheads and utensils.

**Historic buildings and structures:** Standing buildings and structures that are at least 50 years old, including log cabins, barns, highways, and wagon trails.

**Traditional cultural properties:** Objects and places associated with beliefs and practices of a living community that are rooted in that community's history and are important in maintaining the continuing cultural identity of the community. Traditional cultural properties may include a location used by past and present generations of Native Americans for ceremonial purposes or an area where a community has traditionally conducted culturally important economic or artistic activities.

A rich and diverse array of cultural resources exists in the Scenic Area. The cultural resources range from 10,000-year-old stone tools to log cabins built by pioneers to vision quest sites still used today by Native Americans.

## SCENIC AREA ACT PROVISIONS

One purpose of the Scenic Area Act is to "protect and provide for the enhancement of the . . . cultural . . . resources of the Columbia River Gorge" [Section 3(1)].

The Scenic Area Act authorizes the Gorge Commission and the Forest Service to protect cultural resources by using guidelines and the Open Space designation (see Part II, Chapter 3). The guidelines must require new commercial and residential uses, mineral operations, and other types of development to occur without adversely affecting cultural resources [Section 6(d)]. The Scenic Area Act defines "adversely affect" to mean a "reasonable likelihood of more than moderate adverse consequences for. . . cultural. . . resources" [Section 2(a)].

The Scenic Area Act directs the Gorge Commission and Forest Service to

"protect and enhance open spaces"  
[Section 6(d)(3)].



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*Ancient pictographs provide a glimpse  
into the distant past*

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Open spaces include cultural and historic areas, archaeological sites, Indian burial grounds, village sites, historic trails and roads, and other areas that are culturally and historically significant [Section 2(l)].

## INVENTORIES AND STUDIES

A cultural resource inventory of the Scenic Area was prepared by Heritage Research Associates of Eugene, Oregon

(Beckham et al. 1988). It includes a literature overview (volume I), a site inventory of known cultural resource sites (volume II), and a survey design strategy (volume III).

The literature overview contains a summary of all documented information on the history of the Gorge and an overview of the traditional culture of regional Indian tribes. It provides a framework for interpreting and evaluating cultural resources.

The site inventory contains maps and brief descriptions of recorded cultural resource sites in the Scenic Area. It was compiled using published literature, archival documents, and site files of institutions and government agencies. The site inventory identifies 156 prehistoric sites and 290 historic sites in the Scenic Area. These sites are recorded on U.S. Geological Survey 7.5 minute (1:24,000) topographic maps.

The site inventory is protected information. Section 6(a)(1)(A) of the Scenic Area Act states that "the location of any Indian burial grounds, village sites, and other areas of archaeological or religious significance shall not be made public information and such information shall be used for administrative purposes only."

The survey design strategy identifies areas that are most likely to contain archaeological resources. It was based upon previous research as well as environmental constraints and opportunities posed by slope, vegetation, subsistence resources, and other variables. This strategy cannot accurately predict the presence or absence of archaeological resources.

However, it may help archaeologists set priorities for conducting cultural resource surveys when time and funds are limited.

## KEY ISSUES

Cultural resources are important. They allow people to learn firsthand about prehistory and history, and contribute useful insight about our physical and cultural evolution. Some cultural resources are associated with traditional beliefs of social and cultural groups. They are vital to protecting the religious freedom and cultural identity of these groups.

Cultural resources can be destroyed by human activities, particularly new development that disturbs the ground. State laws in Oregon and Washington offer limited protection to cultural resources. The laws do not become effective until the presence of a cultural resource site is known. Yet, they do not require cultural resource surveys to be conducted before development begins.

Archaeologists and historians estimate that less than 10 percent of the Scenic Area has been inventoried for cultural resources. The existing inventories include only a few of the cultural resource sites thought to exist in the Scenic Area. As a result, archaeological resources and traditional cultural properties are often discovered after a project has been approved and construction has begun. This results in costly delays to developers and irreparable damage to cultural resources.

## OVERVIEW OF CULTURAL RESOURCES PROVISIONS

The GMA provisions in this chapter apply to all development on public and private lands in the GMA, as well as to non-federal development in the SMA. The SMA provisions apply to developments on federal lands, federally assisted projects, and forest practices that occur in the SMA.

The GMA provisions employ a four-step process to protect cultural resources. This process entails:

- Requiring cultural resource surveys before some new developments are approved. Survey requirements are waived for developments that would have little or no effect on cultural resources, such as activities that do not disturb the ground or alter structures that are less than 50 years old.
- Evaluating the significance of any resources discovered during the surveys.
- Assessing and documenting the effects of the proposed development on cultural resources.
- Preparing mitigation plans to avoid impacts to resources.

These steps require consultation with Indian tribal governments, social and cultural groups, and interested persons.

The SMA provisions will have little effect on federal or federally assisted developments. These developments must continue to comply with Section



106 of the Historic Preservation Act of 1966. The provisions for the SMA do contain specific guidelines for literature reviews, tribal consultation, and cultural resource surveys. Both the GMA and SMA parts of this chapter contain guidelines to halt a project if cultural resources are discovered during construction. In such cases,

survey, evaluation, assessment, and mitigation plans would be required before construction could continue. To respect Native American culture, the guidelines also detail how human remains discovered during construction will be treated.

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## GMA PROVISIONS

### GMA Goals

1. Protect and enhance cultural resources.
2. Ensure that proposed uses do not have an adverse effect on significant cultural resources.

### GMA Objectives

1. Survey all lands in the GMA for cultural resources as soon as funds are available. The Gorge Commission shall facilitate a multiparty effort to seek funds for such a survey. The parties should include Indian tribal and local governments and state and federal agencies. The first phase of the inventory should consist of a Native American oral history program.
2. Update the cultural resources inventory as new cultural resources are discovered. The update shall be conducted by the Gorge Commission.
3. Establish a Cultural Advisory Committee (CAC) to monitor the cultural resource protection process and provide technical assistance to local governments and landowners.
4. Promote educational programs and incentives that encourage landowners and agency officials to voluntarily protect and enhance cultural resources.

### GMA Policies

1. Generally, well-defined geographic areas that possess large concentrations of cultural resources shall be designated Open Space.



2. Information regarding the nature and location of archaeological resources and cultural resources associated with Native Americans shall be kept confidential to avoid unlawful, malicious, or negligent disturbance.
3. A four-step process shall be used to protect cultural resources: performing cultural resource reconnaissance or historic surveys before proposed uses are authorized; evaluating the significance of cultural resources discovered during surveys; assessing the effects of proposed uses on significant cultural resources; and preparing mitigation plans to avoid or minimize impacts to significant cultural resources.
4. All cultural resource surveys, evaluations, assessments, and mitigation plans shall be performed by professionals whose expertise reflects the type of cultural resources that are involved. Principal investigators shall meet the professional standards published in 36 Code of Federal Regulations (CFR) Part 61 and *Guidelines for Evaluating and Documenting Traditional Cultural Properties* (Parker and King, no date).
5. Cultural resource surveys, evaluations, assessments, and mitigation plans shall generally be conducted in consultation with Indian tribal governments and any person who submits written comments on a proposed use (interested person). Indian tribal governments shall be consulted if the affected cultural resources are prehistoric or otherwise associated with Native Americans. If the cultural resources are associated with non-Native Americans, such as an historic house or pioneer campsite, the Indian tribal governments do not have to be consulted.
6. The reconnaissance survey guidelines below shall apply until a cultural resource survey of the GMA is complete.
  - A. A reconnaissance survey shall be required for all proposed uses, except:
    - (1) The modification, expansion, replacement, or reconstruction of existing buildings and structures.
    - (2) Proposed uses that would not disturb the ground, including land divisions and lot-line adjustments; storage sheds that do not require a foundation; low-intensity recreation uses, such as fishing, hunting, and hiking; installation of surface chemical toilets; hand treatment of brush within established rights-of-way; and new uses of existing structures.
    - (3) Proposed uses that involve minor ground disturbance, as defined by depth and extent, including repair and maintenance of lawfully constructed and serviceable structures; home gardens; livestock grazing; cultivation that employs minimum tillage techniques, such as replanting pastures using a grassland drill; construction of fences; new utility poles that are installed using an auger, post-hole digger, or similar implement;

and placement of mobile homes where septic systems and underground utilities are not involved.

The Gorge Commission shall review all land use applications and determine if proposed uses would have a minor ground disturbance.

- (4) Proposed uses that occur on sites that have been disturbed by human activities, provided the proposed uses do not exceed the depth and extent of existing ground disturbance. To qualify for this exception, a project applicant must demonstrate that land-disturbing activities occurred in the project area. Land-disturbing activities include grading and cultivation.
- (5) Proposed uses that would occur on sites that have been adequately surveyed in the past.

The project applicant must demonstrate that the project area has been adequately surveyed to qualify for this exception. Past surveys must have been conducted by a qualified professional and must include a surface survey and subsurface testing. The nature and extent of any cultural resources in the project area must be adequately documented.

- (6) Proposed uses occurring in areas that have a low probability of containing cultural resources, except:
  - (a) Residential development that involves two or more new dwellings for the same project applicant.
  - (b) Recreation facilities that contain parking areas for more than 10 cars, overnight camping facilities, boat ramps, and visitor information and environmental education facilities.
  - (c) Public transportation facilities that are outside improved rights-of-way.
  - (d) Electric facilities, lines, equipment, and appurtenances that are 33 kilovolts or greater.
  - (e) Communications, water and sewer, and natural gas transmission (as opposed to distribution) lines, pipes, equipment, and appurtenances.

Areas that have a low probability of containing cultural resources shall be identified using the results of reconnaissance surveys conducted by the Gorge Commission, the Forest Service, public agencies, and private archaeologists.

The Gorge Commission, after consulting Indian tribal governments and state historic preservation officers, shall prepare and adopt a map showing areas that have a low probability of containing cultural resources. This map shall be adopted within 200 days after the Secretary of Agriculture concurs with the Management Plan. It shall be refined and revised as additional reconnaissance surveys are conducted. Areas shall be added or deleted as warranted. All revisions of this map shall be reviewed and approved by the Gorge Commission.

- B. A reconnaissance survey shall be required for all proposed uses within 500 feet of a known cultural resource, including those uses listed above in 6A(1) through (6). The locations of known cultural resources are shown in the cultural resource inventory prepared by Heritage Research Associates.
- 7. A historic survey shall be required for all proposed uses that would alter the exterior architectural appearance of buildings and structures that are 50 years old or older, or would compromise features of the surrounding area that are important in defining the historic or architectural character of buildings or structures that are 50 years old or older.
- 8. The Gorge Commission shall conduct and pay for all reconnaissance and historic surveys for small-scale uses in the GMA. When archaeological resources or traditional cultural properties are discovered, the Gorge Commission also shall identify the approximate boundaries of the resource or property and delineate a reasonable buffer zone. Reconnaissance surveys and buffer zone delineations for large-scale uses shall be the responsibility of the project applicant.

The Gorge Commission shall conduct and pay for evaluations of significance and mitigation plans for cultural resources that are discovered during construction of small-scale and large-scale uses in the GMA.

For the Management Plan, large-scale uses include residential development involving two or more new dwellings; all recreation facilities; commercial and industrial development; public transportation facilities; electric facilities, lines, equipment, and appurtenances that are 33 kilovolts or greater; and communications, water and sewer, and natural gas transmission (as opposed to distribution) lines, pipes, equipment, and appurtenances.

- 9. The responsibility and cost of preparing an evaluation of significance, assessment of effect, or mitigation plan shall be borne by the project applicant, except for resources discovered during construction.
- 10. If cultural resources may be affected by a proposed use, an evaluation shall be performed to determine if they are significant. Cultural resources are significant if one of the following criteria is satisfied:

- A. The cultural resources are included in, or eligible for inclusion in, the National Register of Historic Places.

The criteria for evaluating the eligibility of cultural resources for the National Register of Historic Places appear in the "National Register Criteria for Evaluation" (36 CFR 60.4). Cultural resources are eligible for the National Register of Historic Places if they possess integrity of location, design, setting, materials, workmanship, feeling, and association. In addition, they must meet one or more of the following criteria:

- (1) Have an association with events that have made a significant contribution to the broad patterns of the history of this region.
- (2) Have an association with the lives of persons significant in the past.
- (3) Embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction.
- (4) Yield, or may be likely to yield, information important in prehistory or history.

- B. The cultural resources are determined to be culturally significant by an Indian tribal government, based on criteria developed by that Indian tribal government and filed with the Gorge Commission.

11. If a project applicant's and Indian tribal government's evaluations of significance contradict, the Cultural Advisory Committee (CAC) shall review the applicant's evaluation and Indian tribal government's substantiated concerns. The CAC will submit a recommendation to the local government as to whether affected cultural resources are significant.
12. If cultural resources are determined to be significant, there shall be a professional assessment of the effects of the proposed use. The assessment shall be based on the criteria published in "Protection of Historic Properties" (36 CFR 800.9).
13. A mitigation plan shall be prepared if a proposed use would have an adverse effect on significant cultural resources. The criteria published in "Protection of Historic Properties" (36 CFR 800.9) shall be used to determine if a proposed use would have an adverse effect.
14. Mitigation measures shall ensure that a proposed use would have no adverse effect on significant cultural resources. Uses that would adversely affect significant cultural resources shall be prohibited.



15. Avoidance is the preferred method of cultural resource protection. Other mitigation measures to reduce the effect of a proposed use on cultural resources shall be used only if avoidance is not practicable.
16. The state historic preservation officer (SHPO) shall have an opportunity to review all cultural resource surveys, evaluations, assessments, and mitigation plans. Based on comments submitted by the SHPO and interested persons, the local government shall make a final decision on whether the proposed use would be consistent with the cultural resource goals, policies, and guidelines.
17. The SHPO may delegate all or a portion of his/her responsibilities under these goals, objectives, policies, and guidelines to a local government that establishes a Certified Local Government, as provided in the National Historic Preservation Act of 1966.
18. If cultural resources are discovered during construction activities, all construction shall cease until the resources are inventoried and evaluated. If the resources are determined to be significant, a mitigation plan shall be prepared.
19. If human remains are discovered during a cultural resource survey or during construction activities, all activities shall cease and the proper officials and governments shall be notified. Human remains shall be treated in accordance with state laws. A mitigation plan shall be prepared if the remains are reinterred or preserved in their original position.



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*The Shaker Church at Lone Pine,  
The Dalles, Oregon*

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## GMA Guidelines

### Cultural Resource Reconnaissance and Historic Surveys

#### Gorge Commission/Tribal Government Notice

1. In addition to other public notice requirements that may exist, local governments shall notify the Indian tribal governments when (1) a reconnaissance survey is required or (2) cultural resources that are prehistoric or otherwise associated with Native Americans exist in the project area. Notices sent to Indian tribal governments shall include a site plan.
2. Indian tribal governments shall have 20 calendar days from the date a notice is mailed to submit written comments to the local government. Written comments should describe the nature and extent of any cultural resources that exist in the project area and identify individuals with specific knowledge about them. The local government shall send a copy of all comments to the Gorge Commission.

#### Consultation and Ethnographic Research

1. When written comments are submitted to a local government in a timely manner, the project applicant shall offer to meet with the interested persons within 10 calendar days. The 10-day consultation period may be extended upon agreement between the project applicant and the interested persons.

Consultation meetings should provide an opportunity for interested persons to explain how the proposed use may affect cultural resources. Recommendations to avoid potential conflicts should be discussed.

All written comments and consultation meeting minutes shall be incorporated into the reconnaissance or historic survey report. In instances where a survey is not required, all such information shall be recorded and addressed in a report that typifies a survey report; inapplicable elements may be omitted.

2. A project applicant who is proposing a large-scale use shall conduct interviews and other forms of ethnographic research if interested persons submit a written request for such research. All requests must include a description of the cultural resources that may be affected by the proposed use and the identity of knowledgeable informants. Ethnographic research shall be conducted by qualified specialists. Tape recordings, maps, photographs, and minutes shall be used when appropriate.

All written comments, consultation meeting minutes, and ethnographic research shall be incorporated into the reconnaissance or historic survey report. In instances where a survey is not required, all such information shall be recorded and addressed in a report that typifies a survey report.

## Surveys and Survey Reports

### *Reconnaissance Surveys--Small-Scale Uses*

1. Reconnaissance surveys for small-scale uses shall generally include a surface survey and subsurface testing. They shall meet the following guidelines:
  - A. A surface survey of the project area shall be conducted, except for inundated areas and impenetrable thickets.
  - B. Subsurface testing shall be conducted if the surface survey reveals that cultural resources may be present. Subsurface probes shall be placed at intervals sufficient to determine the absence or presence of cultural resources.

### *Reconnaissance Survey Reports--Small-Scale Uses*

1. The results of a reconnaissance survey for small-scale uses shall be documented in a confidential report that includes:
  - A. A description of the fieldwork methodology used to identify cultural resources, including a description of the type and extent of the reconnaissance survey.
  - B. A description of any cultural resources that were discovered in the project area, including a written description and photographs.
  - C. A map that shows the project area, the areas surveyed, the location of subsurface probes, and, if applicable, the approximate boundaries of the affected cultural resources and a reasonable buffer zone.

### *Reconnaissance Surveys--Large-Scale Uses*

1. Reconnaissance surveys for large-scale uses shall be designed by a qualified professional. A written description of the survey shall be submitted to and approved by the Gorge Commission's designated archaeologist.
2. Reconnaissance surveys shall reflect the physical characteristics of the project area and the design and potential effects of the proposed use. They shall meet the following guidelines:
  - A. Archival research shall be performed before any field work. It should entail a thorough examination of tax records; historic maps, photographs, and drawings; previous archaeological, historic, and ethnographic research; cultural resource inventories and records maintained by federal, state, and local agencies; and primary historic accounts, such as diaries, journals, letters, and newspapers.

- B. Surface surveys shall include the entire project area, except for inundated areas and impenetrable thickets.
- C. Subsurface probes shall be placed at intervals sufficient to document the presence or absence of cultural resources.
- D. Archaeological site inventory forms shall be submitted to the SHPO whenever cultural resources are discovered.

*Reconnaissance Survey Reports--Large-Scale Uses*

1. The results of a reconnaissance survey for large-scale uses shall be documented in a confidential report that includes:
  - A. A description of the proposed use, including drawings and maps.
  - B. A description of the project area, including soils, vegetation, topography, drainage, past alterations, and existing land use.
  - C. A list of the documents and records examined during the archival research and a description of any prehistoric or historic events associated with the project area.
  - D. A description of the fieldwork methodology used to identify cultural resources, including a map that shows the project area, the areas surveyed, and the location of subsurface probes. The map shall be prepared at a scale of 1 inch equals 100 feet (1:1,200), or a scale providing greater detail.
  - E. An inventory of the cultural resources that exist in the project area, including a written description, photographs, drawings, and a map. The map shall be prepared at a scale of 1 inch equals 100 feet (1:1,200), or a scale providing greater detail.
  - F. A summary of all written comments submitted by Indian tribal governments and other interested persons.
  - G. A preliminary assessment of whether the proposed use would or would not have an effect on cultural resources. The assessment shall incorporate concerns and recommendations voiced during consultation meetings and information obtained through archival and ethnographic research and field surveys.

*Historic Surveys and Reports*

1. Historic surveys shall document the location, form, style, integrity, and physical condition of historic buildings and structures. They shall include original



photographs and maps. Archival research, blueprints, and drawings should be used as necessary.

2. Historic surveys shall describe any uses that will alter or destroy the exterior architectural appearance of the historic buildings or structures, or compromise features of the site that are important in defining the overall historic character of the historic buildings or structures.
3. The project applicant shall provide detailed architectural drawings and building plans that clearly illustrate all proposed alterations.

### Notice of Survey Results

1. The local government shall submit a copy of all cultural resource survey reports to the SHPO and the Indian tribal governments. Survey reports may include measures to avoid affected cultural resources, such as a map that shows a reasonable buffer zone.
2. The SHPO and the tribes shall have 30 calendar days from the date a survey report is mailed to submit written comments to the local government. The local government shall record and address all written comments in its development review order.



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*The "tunnel of many vistas," part of the Historic Columbia River Highway. The tunnel was eliminated during construction of Interstate 84.*

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## Conclusion of the Cultural Resource Protection Process

1. The local government shall make a final decision on whether the proposed use would be consistent with the cultural resource goals, policies, and guidelines. If the final decision contradicts the comments submitted by the SHPO, the local government shall justify how it reached an opposing conclusion.
2. The cultural resource protection process may conclude when one of the following conditions exists:
  - A. The proposed use does not require a reconnaissance or historic survey, no cultural resources are known to exist in the project area, and no substantiated concerns were voiced by interested persons within 20 calendar days of the date that a notice was mailed.
  - B. A reconnaissance survey demonstrates that cultural resources do not exist in the project area and no substantiated concerns were voiced by interested persons within 20 calendar days of the date that a notice was mailed.
  - C. The proposed use would avoid archaeological resources and traditional cultural resources that exist in the project area. To meet this guideline, a reasonable buffer zone must be established around the affected resources or properties; all ground-disturbing activities shall be prohibited within the buffer zone.

Buffer zones must preserve the integrity and context of cultural resources. They will vary in width depending on the eventual use of the project area, the type of cultural resources that are present, and the characteristics for which the cultural resources may be significant. A deed covenant, easement, or other appropriate mechanism shall be developed to ensure that the buffer zone and the cultural resources are protected.

An evaluation of significance shall be conducted if a project applicant decides not to avoid the affected cultural resource. In these instances, the reconnaissance survey and survey report shall be incorporated into the evaluation of significance.

- D. A historic survey demonstrates that the proposed use would not have an effect on historic buildings or structures because:
  - (1) The SHPO concludes that the historic buildings or structures are clearly not significant, as determined by using the criteria in the "National Register Criteria for Evaluation" (36 CFR 60.4), or
  - (2) The proposed use would not compromise the historic or architectural character of the affected buildings or structures, or compromise features

of the site that are important in defining the overall historic character of the affected buildings or structures, as determined by the guidelines and standards in *The Secretary of the Interior's Standards for Rehabilitation* (U.S. Department of the Interior 1990) and *The Secretary of the Interior's Standards for Historic Preservation Projects* (U.S. Department of the Interior 1983).

The historic survey conducted by the Gorge Commission may provide sufficient information to satisfy these guidelines. If it does not, architectural and building plans, photographs, and archival research may be required. The project applicant shall be responsible for providing information beyond that included in the survey conducted by the Gorge Commission.

The historic survey and report must demonstrate that these guidelines have been clearly and absolutely satisfied. If the SHPO or the local government question whether these guidelines have been satisfied, the project applicant shall conduct an evaluation of significance.

### Evaluation of Significance

#### Evaluation Criteria and Information Needs

1. If cultural resources would be affected by a new use, an evaluation of their significance shall be conducted. Evaluations of significance shall meet the following guidelines:
  - A. Evaluations of significance shall follow the procedures in *How to Apply the National Register Criteria for Evaluation* (U.S. Department of the Interior, no date) and *Guidelines for Evaluating and Documenting Traditional Cultural Properties* (Parker and King, no date). They shall be presented within local and regional contexts and shall be guided by previous research and current research designs that are relevant to specific research questions for the Columbia River Gorge.
  - B. To evaluate the significance of cultural resources, the information gathered during the reconnaissance or historic survey may have to be supplemented. Detailed field mapping, subsurface testing, photographic documentation, laboratory analyses, and archival research may be required.
  - C. The project applicant shall contact Indian tribal governments and interested persons, as appropriate. Ethnographic research shall be undertaken as necessary to fully evaluate the significance of the cultural resources.
  - D. The evaluation of significance shall follow the principles, guidelines, and report format recommended by the Oregon State Historic Preservation Office (Oregon SHPO 1990) or Washington Office of Archaeology and Historic



Preservation (Washington SHPO, no date). It shall incorporate the results of the reconnaissance or historic survey and shall illustrate why each cultural resource is or is not significant. Findings shall be presented within the context of relevant local and regional research.

- E. All documentation used to support the evaluation of significance shall be cited. Evidence of consultation with Indian tribal governments and other interested persons shall be presented. All comments, recommendations, and correspondence from Indian tribal governments and interested persons shall be appended to the evaluation of significance.

### **Notice of Evaluation Results**

1. If the evaluation of significance demonstrates that the cultural resources are not significant, the local government shall submit a copy of the evaluation of significance to the SHPO and the Indian tribal governments.
2. The SHPO, Indian tribal governments, and interested persons shall have 30 calendar days from the date the evaluation of significance is mailed to submit written comments to the local government. The local government shall record and address all written comments in its development review order.

### **Cultural Resources are Culturally Significant**

1. If an Indian tribal government believes that the affected cultural resources are culturally significant, contrary to the evaluation submitted by the project applicant, the Cultural Advisory Committee (CAC) shall make an independent review of the applicant's evaluation and the Indian tribal government's substantiated concerns. The CAC shall formulate a recommendation regarding the significance of the cultural resources.
2. The Indian tribal government shall substantiate its concerns in a written report. The report shall be submitted to the local government, CAC, and the project applicant within 15 calendar days from the date the evaluation of significance is mailed. The CAC must submit its recommendation to the local government within 30 calendar days from the date the evaluation of significance is mailed.

### **Conclusion of the Cultural Resource Protection Process**

1. The local government shall make a final decision on whether the affected resources are significant. If the final decision contradicts the comments or recommendations submitted by the SHPO or CAC, the local government shall justify how it reached an opposing conclusion.
2. The cultural resource protection process may conclude if the affected cultural resources are not significant.



3. If the project applicant or the local government determines that the cultural resources are significant, the effects of the proposed use shall be assessed.

### Assessment of Effect

#### Assessment Criteria and Information Needs

1. If a use could potentially affect significant cultural resources, an assessment shall be made to determine if it would have no effect, no adverse effect, or an adverse effect. The assessment shall meet the following guidelines:
  - A. The assessment of effect shall be based on the criteria published in "Protection of Historic Properties" (36 CFR 800.9) and shall incorporate the results of the reconnaissance or historic survey and the evaluation of significance. All documentation shall follow the requirements listed in 36 CFR 800.8.
    - (1) Proposed uses are considered to have an effect on cultural resources when they alter or destroy characteristics of the resources that make them significant [36 CFR 800.9(a)].
    - (2) Proposed uses are considered to have an adverse effect when they may diminish the integrity of the cultural resource's location, design, setting, materials, workmanship, feeling, or association [36 CFR 800.9(b)].

Adverse effects on cultural resources include, but are not limited to:

      - (a) Physical destruction, damage, or alteration of all or part of the cultural resource.
      - (b) Isolation of the cultural resource from its setting or alteration of the character of the resource's setting when that character contributes to the resource's qualification as being significant.
      - (c) Introduction of visual, audible, or atmospheric elements that are out of character with the cultural resource or its setting.
      - (d) Neglect of a significant cultural resource resulting in its deterioration or destruction.
  - B. The assessment of effect shall be prepared in consultation with Indian tribal governments and interested persons, as appropriate. The concerns and recommendations voiced by Indian tribal governments and interested persons shall be recorded and addressed in the assessment.

- C. The effects of a proposed use that would otherwise be determined to be adverse may be considered to be not adverse if any of the following instances apply:
- (1) The cultural resources are of value only for their potential contribution to archeological, historical, or architectural research, and when such value can be substantially preserved through the conduct of appropriate research before development begins, and such research is conducted in accordance with applicable professional standards and guidelines.
  - (2) The undertaking is limited to the rehabilitation of buildings and structures, and is conducted in a manner that preserves the historical and architectural character of affected cultural resources through conformance with *The Secretary of the Interior's Standards for Rehabilitation* (U.S. Department of the Interior 1990) and *The Secretary of the Interior's Standards for Historic Preservation Projects* (U.S. Department of the Interior 1983).
  - (3) The proposed use is limited to the transfer, lease, or sale of cultural resources, and adequate restrictions or conditions are included to ensure preservation of the significant features of the resources.

### Notice of Assessment Results

1. If the assessment of effect concludes that the proposed use would have no effect or no adverse effect on significant cultural resources, the local government shall submit a copy of the assessment to the SHPO and the Indian tribal governments.
2. The SHPO, Indian tribal governments, and interested persons shall have 30 calendar days from the date the assessment of effect is mailed to submit written comments to the local government. The local government shall record and address all written comments in its development review order.

### Conclusion of the Cultural Resource Protection Process

1. The local government shall make a final decision on whether the proposed use would have no effect, no adverse effect, or an adverse effect. If the final decision contradicts the comments submitted by the SHPO, the local government shall justify how it reached an opposing conclusion.
2. The cultural resource protection process may conclude if the proposed use would have no effect or no adverse effect on significant cultural resources.
3. A mitigation plan shall be prepared if a project applicant or the local government determines that the proposed use would have an adverse effect on significant cultural resources.

## Mitigation Plans

### Mitigation Plan Criteria and Information Needs

1. Mitigation plans shall be prepared when proposed uses would have an adverse effect on significant cultural resources. The plans shall reduce an adverse effect to no effect or no adverse effect. Mitigation plans shall meet the following guidelines:
  - A. Mitigation plans shall be prepared in consultation with persons who have concerns about or knowledge of the affected cultural resources, including Indian tribal governments, Native Americans, local governments whose jurisdiction encompasses the project area, and the SHPO.
  - B. Avoidance of cultural resources through project design and modification is preferred. Avoidance may be effected by reducing the size, scope, configuration, and density of the proposed use.

Alternative mitigation measures shall be used only if avoidance is not practicable. Alternative measures include, but are not limited to, burial under fill, stabilization, removal of the cultural resource to a safer place, and partial to full excavation and recordation. If the mitigation plan includes buffer zones to protect cultural resources, a deed covenant, easement, or other appropriate mechanism shall be developed and recorded in county deeds and records.
  - C. Mitigation plans shall incorporate the results of the reconnaissance or historic survey, the evaluation of significance, and the assessment of effect, and shall provide the documentation required in 36 CFR 800.8(d), including, but not limited to:
    - (1) A description and evaluation of any alternatives or mitigation measures that the project applicant proposes for reducing the effects of the proposed use.
    - (2) A description of any alternatives or mitigation measures that were considered but not chosen and the reasons for their rejection.
    - (3) Documentation of consultation with the SHPO regarding any alternatives or mitigation measures.
    - (4) A description of the project applicant's efforts to obtain and consider the views of Indian tribal governments, interested persons, and local governments.

- (5) Copies of any written recommendations submitted to the local government or project applicant regarding the effects of the proposed use on cultural resources and alternatives to avoid or reduce those effects.

### **Notice of Mitigation Plan Results**

1. If a mitigation plan reduces the effect of a use from an adverse effect to no effect or no adverse effect, the local government shall submit a copy of the mitigation plan to the SHPO and the Indian tribal governments.
2. The SHPO, Indian tribal governments, and interested persons shall have 30 calendar days from the date the mitigation plan is mailed to submit written comments to the local government. The local government shall record and address all written comments in its development review order.

### **Conclusion of the Cultural Resource Protection Process**

1. The local government shall make a final decision on whether the mitigation plan would reduce an adverse effect to no effect or no adverse effect. If the final decision contradicts the comments submitted by the SHPO, the local government shall justify how it reached an opposing conclusion.
2. The cultural resource protection process may conclude if a mitigation plan would reduce an adverse effect to no effect or no adverse effect.
3. The proposed use shall be prohibited when acceptable mitigation measures fail to reduce an adverse effect to no effect or no adverse effect.

### **Cultural Resources Discovered After Construction Begins**

1. The following procedures shall be effected when cultural resources are discovered during construction activities. All survey and evaluation reports and mitigation plans shall be submitted to the local government and the SHPO. Indian tribal governments also shall receive a copy of all reports and plans if the cultural resources are prehistoric or otherwise associated with Native Americans.
  - A. Halt of Construction. All construction activities within 100 feet of the discovered cultural resource shall cease. The cultural resources shall remain as found; further disturbance is prohibited.
  - B. Notification. The project applicant shall notify the local government and the Gorge Commission within 24 hours of the discovery. If the cultural resources are prehistoric or otherwise associated with Native Americans, the project applicant shall also notify the Indian tribal governments within 24 hours.



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*Indian grinding stone  
dating from  
prehistoric times*

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- C. Survey and Evaluation. The Gorge Commission shall survey the cultural resources after obtaining written permission from the landowner and appropriate permits from the SHPO. (See Oregon Revised Statute [ORS] 273.705, ORS 358.905 to 358.955, and Revised Code of Washington [RCW] 27.53). It shall gather enough information to evaluate the significance of the cultural resources. The survey and evaluation shall be documented in a report that generally follows the guidelines in the "Reconnaissance Survey Reports--Large-Scale Uses" and "Evaluation of Significance: Evaluation Criteria and Information Needs" sections of this chapter.

Based on the survey and evaluation report and any written comments, the local government shall make a final decision on whether the resources are significant. Construction activities may recommence if the cultural resources are not significant.

A mitigation plan shall be prepared if the affected cultural resources are significant.

- D. Mitigation Plan. Mitigation plans shall be prepared according to the information, consultation, and report guidelines contained in the "Mitigation Plans: Mitigation Plan Criteria and Information Needs" section of this chapter. Construction activities may recommence when the conditions in the mitigation plan have been executed.

### **Discovery of Human Remains**

1. The following procedures shall be effected when human remains are discovered during a cultural resource survey or during construction. Human remains means articulated or disarticulated human skeletal remains, bones, or teeth, with or without attendant burial artifacts.
  - A. Halt of Activities. All survey, excavation, and construction activities shall cease. The human remains shall not be disturbed any further.
  - B. Notification. Local law enforcement officials, the local government, the Gorge Commission, and the Indian tribal governments shall be contacted immediately.
  - C. Inspection. The county coroner, or appropriate official, shall inspect the remains at the project site and determine if they are prehistoric/historic or modern. Representatives from the Indian tribal governments shall have an opportunity to monitor the inspection.
  - D. Jurisdiction. If the remains are modern, the appropriate law enforcement officials shall assume jurisdiction and the cultural resource protection process may conclude.
  - E. Treatment. In Oregon, prehistoric/historic remains of Native Americans shall generally be treated in accordance with the procedures set forth in ORS 97.740 to 97.760. In Washington, the procedures set forth in RCW 27.44 and 68.05 shall generally be implemented if the remains are prehistoric/historic.

If the human remains will be reinterred or preserved in their original position, a mitigation plan shall be prepared in accordance with the consultation and report requirements specified in the "Mitigation Plans: Mitigation Plan Criteria and Information Needs" section of this chapter.

The mitigation plan shall accommodate the cultural and religious concerns of Native Americans. The cultural resource protection process may conclude when the conditions set forth in the "Mitigation Plans: Conclusion of the Cultural Resource Protection Process" section of this chapter are met and the mitigation plan is executed.

### Cultural Advisory Committee

1. The Gorge Commission shall establish a Cultural Advisory Committee (CAC) within 200 days after the Secretary of Agriculture concurs with the Management Plan. The CAC shall comprise cultural resource professionals, interested individuals, and at least one representative from each of the four Indian tribes.

The CAC will perform six principal functions:

- A. Monitor cultural resource surveys, evaluations, impact assessments, and mitigation plans.
- B. Periodically formulate and submit recommendations to SHPOs, local governments, and the Gorge Commission regarding cultural resource surveys, evaluations, impact assessments, and mitigation plans.
- C. Monitor cultural resource decisions made by SHPOs and local governments.
- D. Recommend procedural and administrative changes to the Gorge Commission that would improve the cultural resource protection process.
- E. Advise the Gorge Commission on the design and implementation of future cultural resource inventories, including oral history programs and survey strategies.
- F. Review evaluations of significance when a disagreement arises between a project applicant and an Indian tribal government. In these instances, the CAC shall submit written recommendations to the local government. Recommendations shall be based on the evaluation prepared by the project applicant, reports submitted by Indian tribal governments, and comments submitted by interested persons, including the SHPO.

## SMA PROVISIONS

### SMA Goal

Protect and enhance cultural resources.

### SMA Policies

1. New developments or land uses shall not adversely affect significant cultural resources.

2. Federal agencies shall follow steps 1 through 5 under guideline 4, below, for new developments or land uses on all federal lands, federally assisted projects, and forest practices.
3. Reviewing agencies shall use the procedures defined by the Gorge Commission for the GMA for proposed developments or land uses not listed in policy 2, above.
4. Well-defined concentrations of significant cultural resources shall be designated as Open Space.
5. All cultural resource information shall remain confidential, according to Section 6(a)(1)(A) of the Scenic Area Act. Federal agency cultural resource information is also exempt by statute from the Freedom of Information Act under 16 USC (United States Code) 470 hh and 36 CFR 296.18.
6. Principal investigators shall meet the professional standards published in 36 CFR 61.
7. The Forest Service shall be responsible for performing steps 1 through 5 under guideline 4 for forest practices and National Forest system lands.
8. The Forest Service shall consult with the Indian tribal governments and other consulting parties in performing steps 1 through 5 under guideline 4.
9. The Forest Service shall consult with Indian tribal governments and other consulting parties for opportunities to enhance cultural resources.

### *SMA Guidelines*

1. All cultural resource surveys, evaluations, assessments, and mitigation plans shall be performed by professionals whose expertise reflects the type of cultural resources that are involved. Principal investigators shall meet the professional standards published in 36 CFR 61.
2. For federal or federally assisted undertakings, the reviewing agency shall complete its consultation responsibilities under Section 106 of the Historic Preservation Act of 1966 [36 CFR 800.1(c)(i)].
3. Discovery during construction: All authorizations for new developments or land uses shall require the immediate notification of the reviewing agency if cultural resources are discovered during construction or development. If cultural resources are discovered, particularly human bone or burials, work in the immediate area of discovery shall be suspended until a cultural resource professional can evaluate the potential significance of the discovery and recommend measures to protect and/or recover the resource.



If the discovered material is suspected to be human bone or a burial, the following procedures shall be used:

- A. The applicant shall stop all work in the vicinity of the discovery.
  - B. The applicant shall immediately notify the Forest Service, the applicant's cultural resource professional, the county coroner, and appropriate law enforcement agencies.
  - C. The Forest Service shall notify the tribal governments if the discovery is determined to be an Indian burial or a cultural resource.
4. Reviewing agencies shall use the following steps under 36 CFR 800 (4.9) for assessing potential effects to cultural resources.

**Step 1: Literature Review and Consultation**

- A. An assessment shall be undertaken to determine whether any cultural resources listed on the National Register of Historic Places at the national, state, or local level are present on or within the area of potential direct and indirect impacts.
- B. A search shall be made of state and county government, National Scenic Area/Forest Service, and any other pertinent inventories, such as archives and photographs, to identify cultural resources. The search shall include consultation with the State Historic Preservation Office (SHPO) and tribal governments. State and tribal government response to the consultation request shall be allowed for 30 days.
- C. Cultural resource professionals knowledgeable about the area shall be consulted.

**Step 2: Field Inventory**

- A. As determined by step 1, the presence of a recorded or known cultural resource, including those reported by tribal governments to be on or within the immediate vicinity of a new development or land use, shall require a field inventory by a cultural resource professional.
- B. Tribal representatives shall be invited to participate in the field inventory.
- C. The field inventory shall conform to one of the following standards, as determined by the cultural resource professional:
  - (1) Complete survey: The systematic examination of the ground surface through a controlled procedure, such as walking an area in evenly

spaced transects. A complete survey may also require techniques such as clearing of vegetation or augering or shovel probing of subsurface soils for the presence of buried cultural resources.

- (2) Sample survey: The sampling of an area to assess the potential of cultural resources within the area of proposed development or use. This technique is generally used for parcels that are large or difficult to survey, and is generally accomplished by a stratified random or non-stratified random sampling strategy. A parcel is stratified either by variables such as vegetation, topography or elevation, or by non-environmental factors such as a survey grid.

Under this method, statistically valid samples are selected and surveyed to indicate the probability of presence, numbers, and types of cultural resources throughout the sampling strata. Depending on the results of the sample, a complete survey may or may not subsequently be recommended.

- D. A field inventory report shall be required and shall include the following:
  - (1) A narrative integrating the literature review (step 1) with the field inventory (step 2).
  - (2) A description of the field inventory methodology used. The description shall include the type and extent of field inventory and shall be supplemented by maps that graphically illustrate the areas surveyed and not surveyed and provide the rationale for each.
  - (3) A statement of the presence or absence of cultural resources within the area of the new development or land use.
  - (4) When cultural resources are not located, a statement of the likelihood of buried or otherwise concealed cultural resources. Recommendations and standards for monitoring, if appropriate, shall be included.
- E. The report shall follow the format specified by the Washington Office of Archaeology and Historic Preservation for inventories conducted in the State of Washington. Reports for inventories conducted in the State of Oregon shall follow the format specified by the Oregon State Historic Preservation Office.
- F. The field inventory report shall be presented to the Forest Service for review.

**Step 3: Evaluations of Significance**

- A. When cultural resources are found within the area of the new development or land use, an evaluation of significance shall be completed for each cultural resource in accordance with the criteria of the National Register of Historic Places (36 CFR 60.4).
- B. Evaluations of cultural resource significance shall be guided by previous and current research designs relevant to specific research questions for the area.
- C. Evaluations of the significance of traditional cultural properties shall follow National Register Bulletin 38, "Guidelines for the Evaluation and Documentation of Traditional Cultural Properties," within local and regional contexts.
- D. Recommendations for eligibility to the National Register shall be completed for each identified resource, in accordance with National Register criteria A through D (36 CFR 60.4). The Forest Service shall review evaluations for adequacy.
- E. Evidence of consultation with tribal governments and individuals with knowledge of the cultural resources in the project area, and documentation of their concerns, shall be included as part of the evaluation of significance.

**Step 4: Assessment of Effect**

- A. For each significant (i.e., eligible for the National Register) cultural resource inventoried within the area of the proposed development or change in use, assessments of effect shall be completed, using the criteria outlined in 36 CFR 800.9 ("Assessing Effects"). Evidence of consultation with tribal governments and individuals with knowledge of the cultural resources of the project area shall be included for B through D below. The Forest Service shall review each determination for adequacy.
- B. If the proposed development or change in use will have "No Adverse Effect" (36 CFR 800.8) to a significant cultural resource, documentation for that finding shall be completed, following the "Documentation Requirements" of 36 CFR 800.8(a).
- C. If the proposed development or change in use will have an "Adverse Effect" [36 CFR 800.9(b)] to a significant cultural resource, the type and extent of "adverse effect" upon the qualities of the property that make it eligible for the National Register shall be documented. This documentation shall follow the process outlined under 36 CFR 800.5(e).

- D. If the "effect" appears to be beneficial (i.e., an enhancement to cultural resources), recommendations shall be documented concerning the beneficial effects upon the qualities of the cultural resource that make it eligible for the National Register. This documentation shall follow the process outlined under 36 CFR 800.8 ("Documentation Requirements").

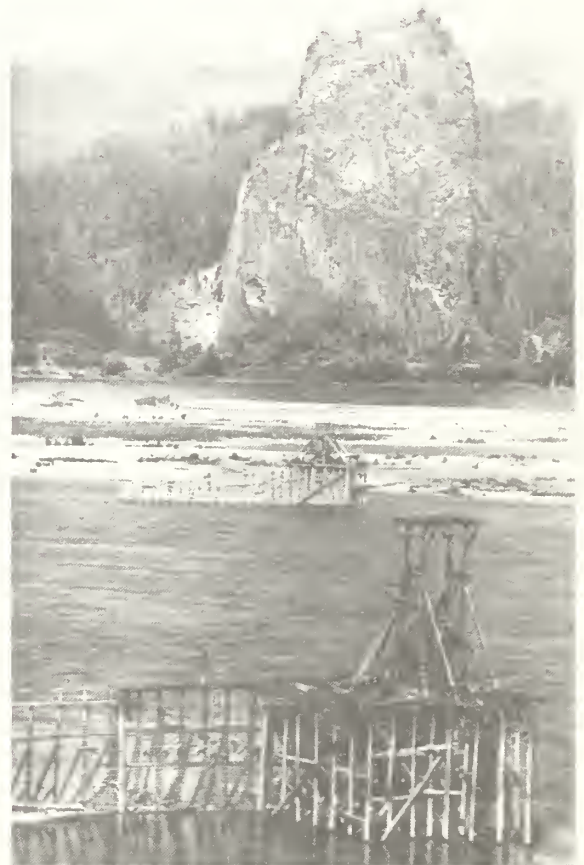
### Step 5: Mitigation

- A. If there will be an effect on cultural resources, mitigation measures shall be provided. Mitigation measures that shall be considered include avoidance of the property through project design or modification and subsequent protection, burial under fill, data recovery excavations, and other appropriate measures.
- B. Evidence of consultation with tribal governments and individuals with knowledge of the affected resources, and documentation of their concerns, shall be included for all mitigation proposals.
- C. The Forest Service shall review all mitigation proposals for adequacy.

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*Fishwheels on the  
Columbia River.  
Fishwheels were once  
a common method for  
harvesting salmon  
from the river.*

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## Natural Resources

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Climate, geology, soils, and other environmental factors combine to make the Gorge rich in natural resources. For this chapter, natural resources mean wetlands, streams, ponds and lakes, riparian areas, wildlife and wildlife habitat, rare plants, and natural areas.

Wetlands and other water bodies include lakes and deep ponds, such as Drano Lake in Skamania County; rivers and creeks, such as Hood River; and shallow ponds and marshes, such as the ponds at Tom McCall Preserve near Rowena. Wetlands and water bodies harbor rare plants and animals and provide breeding and feeding areas for waterfowl and fish.

Of the large mammals, elk, deer, black bear, and cougar occur in various parts of the Gorge. Other mammals include bobcat, coyote, fox, weasel, and beaver. Birds include quail, pheasant, grouse, and many species of waterfowl.

Rare wildlife species include the bald eagle, peregrine falcon, Larch Mountain salamander, western pond turtle, wolverine, and California mountain kingsnake, to name a few.

The diverse climate of the Gorge fosters nearly 1,000 native species of wildflowers. These include 45 species that are listed as endangered,

threatened, or sensitive. Sixteen species do not occur outside the Gorge region.

In addition to rare plants, many significant plant communities, or natural areas, occur in the Gorge. They range from old growth forests in Multnomah Basin in Multnomah County to bunchgrass prairies in the Columbia Hills of Klickitat County.

### SCENIC AREA ACT PROVISIONS

The Scenic Area Act directs the Gorge Commission and the Forest Service to inventory, protect, and enhance natural resources. New residential and commercial development, mineral operations, and other development may not adversely affect natural resources [Section 6(d)(3)].

The Scenic Area Act also requires the Management Plan to protect and enhance open spaces [Section 6(d)(3)]. Open spaces include "fish and wildlife habitat; lands which support plant species that are endemic to the scenic area or which are listed as rare, threatened, or endangered species pursuant to State or Federal Endangered Species Acts; ecologically and scientifically significant natural areas; . . . water areas and wetlands . . . [Section 2(l)].

## INVENTORIES AND KEY LAWS AND PROGRAMS

### Wetlands

The U.S. Fish and Wildlife Service identified and mapped wetlands in the Scenic Area as part of its National Wetlands Inventory (U.S. Department of the Interior 1987). Wetlands are shown on U.S. Geological Survey (USGS) 7.5 minute (1:24,000) topographic maps.

The National Wetlands Inventory was prepared using high-altitude aerial photographs, which ranged from good to poor in quality. Consequently, not all wetlands appear on the maps.

Hydric soils often indicate the presence of wetlands. They can help identify wetlands that may not appear in the National Wetlands Inventory. A list of hydric soils in the Scenic Area has been prepared by the U.S. Soil Conservation Service. Hydric soils can be located using the maps included in soil surveys.

### Streams, Ponds, Lakes, and Riparian Areas

The USGS 7.5 minute (1:24,000) topographic maps identify many streams, ponds, and lakes. However, these maps are not definitive; some aquatic areas may not appear on them.

The wildlife inventory (see below) includes two types of streams that have special values: tributary fish habitat and special streams. Tributary fish habitat means perennial and

intermittent streams that are used by anadromous or resident fish for spawning, rearing, and/or migration. Special streams supply water to fish hatcheries and rearing ponds.

### Wildlife Habitat

A wildlife inventory was prepared by fish and wildlife biologists from several federal and state resource agencies, including the Oregon Department of Fish and Wildlife, Oregon Natural Heritage Program, Washington Department of Wildlife, Washington Department of Fisheries, and U.S. Forest Service. It identifies 17 types of land and water areas that have special values, including:

- Areas that are used by wildlife species that have limited or declining populations.
- Habitats that are highly vulnerable to the effects of new development and uses.
- Areas that support large numbers of wildlife species.
- Areas that are essential to the long-term existence of a given species, including breeding habitat, seasonal ranges, and movement corridors.
- Habitat of limited availability.

The wildlife areas are generally 20 acres or larger. They include bald eagle feeding and perching areas, deer and elk winter range, shallow water fish habitat, and waterfowl areas. (See Table 4.)



The wildlife biologists also mapped sites used by federal and state endangered, threatened, and sensitive species and species that are of special interest to the public, such as great blue heron and osprey. (See Table 4.) The wildlife areas and sites are recorded on USGS 7.5 minute (1:24,000) topographic maps.

### **Federal Endangered and Threatened Wildlife Species**

The federal Endangered Species Act of 1973 empowers the Secretary of the Interior to determine if a wildlife species is endangered or threatened. "Endangered" is defined as any species that is in danger of extinction throughout all or a significant portion of its range. "Threatened" means any species that is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

The federal list currently includes three animal species that occur in the Scenic Area. (See Tables 5 and 6.) The peregrine falcon is listed as endangered. The bald eagle and northern spotted owl are listed as threatened. The bull trout, Larch Mountain salamander, Townsend's big-eared bat, tricolored blackbird, and western pond turtle are being studied and may be added to the federal list in the future. They are currently classified as "federal candidate species."

### **Oregon Endangered, Threatened, and Sensitive Wildlife Species**

The Oregon Endangered Species Act of 1987 requires the Oregon Fish and Wildlife Commission to identify,

protect, and manage endangered and threatened species. As defined in ORS 496.004, "endangered" means any native wildlife species that is in danger of extinction throughout any significant portion of its range within Oregon. "Threatened" means any species that is likely to become an endangered species within the foreseeable future throughout any significant portion of its range within Oregon.

The wildlife inventory indicates that the peregrine falcon is the only Oregon endangered species that occurs in the Scenic Area. (See Table 5.) Two Oregon threatened species are known to occur in the Scenic Area: the bald eagle and the northern spotted owl. Recent information indicates that the wolverine, also a threatened species, may inhabit portions of Hood River County.

The Oregon Fish and Wildlife Commission also maintains a list of sensitive wildlife species. A species qualifies as sensitive if "its numbers are declining at a rate such that it may become eligible for listing as a threatened species . . . or . . . its habitat is threatened or declining in quantity or quality such that it may become eligible for listing as a threatened species" (Oregon Administrative Rule 635-100-040). Forty-eight sensitive species are thought to occur in the Scenic Area. (See Table 5.)

### **Washington Endangered, Threatened, and Sensitive Wildlife Species**

The Washington Wildlife Commission is authorized to classify and protect animal species whose populations are "failing, declining, or . . . vulnerable"

(Washington Administrative Code 232-12-297). The Washington Department of Wildlife also plays a role in classifying wildlife species. Species may be classified in one of the following categories:

**Endangered:** Any wildlife species native to the State of Washington that is seriously threatened with extinction throughout all or a significant portion of its range within the state.

**Threatened:** Any wildlife species native to the State of Washington that is likely to become an endangered species within the foreseeable future throughout a significant portion of its range within the state without cooperative management or removal of threats.

**Sensitive:** Any wildlife species native to the State of Washington that is vulnerable or declining and is likely to become endangered or threatened in a significant portion of its range within the state without cooperative management or removal of threats.

**Candidate:** Wildlife species native to the State of Washington that the Washington Department of Wildlife will review for possible listing as endangered, threatened, or sensitive.

The peregrine falcon and the northern spotted owl are the only Washington endangered species that occur in the Scenic Area. (See Table 6.) Two threatened species occur in the Scenic Area: the bald eagle and the western pond turtle. To date, the Washington Wildlife Commission has not designated any species as sensitive. Eleven species are listed as candidate

species, including the golden eagle, western bluebird, and western gray squirrel.

### **Rare Plant Species**

More than 150 rare plant sites in the Scenic Area have been recorded by the Oregon Natural Heritage Program and the Washington Natural Heritage Program. Additional sites were located by amateur botanists. (The term "rare plants" is used here in a generic sense to refer to various categories of sensitive plants cited in federal and state programs.)

The Oregon and Washington Natural Heritage Programs maintain field survey records for plant sites in their data bases. The survey records generally provide detailed information about the location, biology, and habitat of a rare plant. However, some survey records are not complete. Consequently, a field survey may be required to identify the precise location of some rare plants.

### **Endemic Plant Species**

Endemic plant species are a unique category. They are species that are found only in a particular geographic area. Sixteen plant species are endemic to the Columbia River Gorge and vicinity. (See Table 7.)

### **Federal Endangered and Threatened Plant Species**

No plant species in the Scenic Area are currently listed as endangered or threatened under the U.S. Endangered Species Act of 1973. However, eight

species are listed as candidate species. (See Tables 8 and 9.) The U.S. Fish and Wildlife Service must collect additional information before these species can be proposed as endangered or threatened.

### Oregon Rare Plant Species

The Oregon Endangered Species Act of 1987 directs the Oregon Department of Agriculture to identify endangered and threatened plants. No plant species in the Scenic Area are currently included on the Oregon list of endangered and threatened species (Oregon Department of Agriculture 1989). Twelve plant species are listed as candidate species and may be added to the Oregon list in the future. (See Table 8.)

The Oregon Natural Heritage Program publishes a rare plants list every 2 years (Oregon Natural Heritage Program 1991). This list includes the following categories:

**List 1:** Plant species that are endangered or threatened throughout their range. ("Endangered" is defined as those plant species that are in danger of becoming extinct within the foreseeable future throughout all or a significant portion of their range. "Threatened" is defined as those plant species that are likely to become endangered within the foreseeable future.)

**List 2:** Plant species that are endangered or threatened in Oregon, but more common or stable elsewhere.

**List 3:** Plant species for which more information is needed before their status can be determined, but may be

threatened or endangered in Oregon or throughout their range.

**List 4:** Plant species of concern that are not currently threatened or endangered. This list includes plants that are very rare but are currently secure, as well as plants that are declining in numbers or habitat but are still too common to be proposed as threatened or endangered.

The rare plant species inventory indicates that the Scenic Area includes 13 species on List 1, 7 species on List 2, 6 species on List 3, and 14 species on List 4. (See Table 8.)

### Washington Rare Plant Species

The State of Washington does not have an endangered species act. However, the Washington Natural Heritage Program periodically publishes a rare plants list (Washington Natural Heritage Program 1990). This list includes the following categories:

**Endangered:** Plant species in danger of becoming extinct or extirpated in Washington within the near future if factors contributing to their decline continue.

**Threatened:** Plant species that are likely to become endangered within the near future in Washington if factors contributing to their population decline or habitat degradation or loss continues.

**Sensitive:** Plant species that are vulnerable or declining, and could become endangered or threatened in Washington without active management or removal of threats.



**Monitor List:** Plant species of potential concern, but for which no status is assigned at this time.

In the Scenic Area, there are currently 2 endangered species, 6 threatened species, 24 sensitive species, and 19 monitor species. (See Table 9.)

### Natural Areas

Under a contract with the Gorge Commission, the Oregon and Washington Natural Heritage Programs identified, mapped, and described representative plant communities and botanically significant sites, collectively called natural areas (Washington Natural Heritage Program and Oregon Natural Heritage Data Base 1989). The plant communities exemplify the diverse vegetation that exists in the Scenic Area because of varying climatic and physical conditions. The botanically significant sites were generally selected because they include rare plant species, many of which are listed as endangered or threatened by government agencies. These natural areas are potentially eligible for the Oregon and Washington natural areas registration programs, as described in the section below.

Forty-five natural areas were identified: 24 in Oregon and 21 in Washington. Table 10 describes the size and characteristics of each natural area.

The natural areas inventory includes maps and site reports. The boundaries of the natural areas are delineated on USGS 7.5 minute (1:24,000) topographic maps. The site reports describe each natural area's values, condition, sensitivity, and compatibility with

other land uses. They also include management and protection guidelines.

### **Oregon and Washington Natural Areas Registration Programs**

The Oregon and Washington Natural Heritage Programs conduct voluntary protection programs that educate landowners about the values of rare plants and plant communities. For example, the Oregon Register of Natural Heritage Resources and the Washington Register of Natural Areas Program allow some landowners to register botanically significant natural areas. Eligible sites receive several benefits, including official state recognition. Management of a registered site is the responsibility of the landowner, although he/she may develop a voluntary management plan with assistance from the state heritage staffs. Management plans help reduce the chance that rare plants are inadvertently destroyed.

The inventory of natural areas included 15 areas in the GMA. Of these, four are no longer considered potentially eligible for the Oregon Register of Natural Heritage Resources, or the Washington Register of Natural Areas Program. Hood River Mountain and Underwood Mountain are disqualified because they have been recently degraded by grazing and logging. A portion of the Memaloose State Park natural area that lies within the GMA has been disturbed by residential development. Kaser Ridge Dunes cannot be affected by the Management Plan because it occurs on Indian trust land. (See Section 17(a)(7) of the Scenic Area Act.)



## KEY ISSUES

Many natural resources can be destroyed by development or overuse. Grading a building site may fill a wetland, add sediment to nearby streams or lakes, or uproot rare plants. Siting new structures too close to wildlife sites can cause sensitive species to abandon nests and feeding areas. Improperly designed fences hinder deer and elk movement.

Existing federal, state, and local laws provide uneven protection to natural resources. Rare plants, natural areas, and many sensitive wildlife species on private land are simply not protected. At least eight federal and state laws affect activities in wetlands. However, most of these laws do not focus on the protection of wetlands as their primary purpose. Consequently, many activities that destroy wetlands are not currently regulated. Little or no protection is afforded to associated riparian areas.

Many natural resources are inadvertently harmed. Landowners and developers may be unaware that sensitive natural resources exist within a project area. Rare plants, wildlife sites, and other natural resources are often difficult for the layperson to identify.

Careful planning can often protect natural resources, while allowing reasonable development. However, many local planning departments lack adequate inventories and protection standards to identify potential conflicts between development and natural resources. Expertise is also an issue.

Mitigating the effects of development on natural resources may require assistance from qualified professionals, such as wildlife biologists and botanists.

## OVERVIEW OF NATURAL RESOURCES PROVISIONS

The natural resource objectives, policies, and guidelines for the GMA are divided into five sections: wetlands; streams, ponds, lakes, and riparian areas; wildlife habitat; rare plants; and natural areas. They regulate most uses, except low-intensity activities and forest practices.

The SMA policies address all natural resources. The first five SMA guidelines address buffer zones and site plans. The sixth guideline is organized by topic: wildlife and plants; riparian areas, wetlands, ponds, and lakes; fish and wildlife habitat; biodiversity; soil productivity; and air and water quality. The final two guidelines describe how to develop and review natural resource mitigation plans. The SMA provisions regulate most activities, including forest practices.

A variety of tools is used to protect natural resources in the GMA and SMA. The guidelines require leaving a natural buffer zone around wetlands, streams, ponds, lakes, and riparian areas. In the GMA, exceptions are made for several uses, including low-intensity activities and water-related and water-dependent uses, if adequate protection of the resource is provided.

Site-specific management plans are required for development proposed near sensitive wildlife sites. If habitat would be altered by new development, resource rehabilitation and enhancement are required.

The guidelines protect sensitive plants species by ensuring that new development and uses avoid plant sites and their adjacent habitat. A buffer would generally be created around plant sites. Within this buffer, low-intensity uses are generally allowed outright. Other development is prohibited in the buffer area. Exceptions may be made in the GMA if the buffer would deny all reasonable use of a parcel.

Most natural areas are designated Open Space; guidelines for this designation are found in Part II, Chapter 3: Open Space. In the GMA, several natural areas are designated Agriculture--Special. In this designation, existing livestock grazing is allowed, new grazing must be reviewed, and cultivation is prohibited to protect plant communities. Guidelines for the Agriculture--Special designation are found in this chapter.



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*View of the Columbia River from Rowena Plateau. Balsamroot, a native wildflower, can be seen in the foreground.*

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## GMA PROVISIONS

### WETLANDS

#### GMA Goals

1. Achieve no overall net loss of wetlands acreage and functions.
2. Increase the quantity and quality of wetlands.

#### GMA Objective

Promote public programs that offer incentives to landowners who protect and enhance wetlands. The Gorge Commission shall notify landowners whose property has been designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land or Large or Small Woodland and contains wetlands. It shall inform landowners about the values of wetlands and the rationale for regulating new uses in wetlands and wetlands buffer zones, including cultivation.

#### GMA Policies

1. The wetlands goals, policies, and guidelines in the Management Plan shall not apply to the main stem of the Columbia River. The Gorge Commission will rely on the applicable federal and state laws to protect wetlands in the Columbia River, including the U.S. Clean Water Act, Washington State Environmental Policy Act, Washington Hydraulic Code, and Oregon Removal-Fill Act.

The main stem of the Columbia River is depicted on the map titled "Boundary Map, Columbia River Gorge National Scenic Area," numbered NSA-001, and dated September 1986. (This map is available at county planning departments and Commission and Forest Service offices.) The boundaries of the main stem appear as a heavy black line that generally follows the shoreline. For the Management Plan, backwaters and isolated water bodies created by roads and railroads are not part of the main stem of the Columbia River.

2. All wetlands, regardless of their size or functions, warrant protection from new uses that may alter or destroy wetlands functions.
3. The National Wetlands Inventory (U.S. Department of the Interior 1987) and the list of hydric soils shall be used as a general guide to the location of wetlands; additional wetlands are assumed to exist and shall be protected.
4. The exact location of wetlands boundaries shall be delineated using the procedures specified in the *Federal Manual for Identifying and Delineating*



*Jurisdictional Wetlands* (Federal Interagency Committee for Wetland Delineation 1989).

5. An undisturbed buffer should be preserved around wetlands to protect and enhance wetlands functions and associated uplands.
6. Low-intensity uses may be allowed in wetlands and wetlands buffer zones without review. Uses that may impact wetlands acreage and functions may be allowed in wetlands or wetlands buffer zones, subject to compliance with guidelines for the protection of scenic, natural, cultural, and recreation resources and the approval criteria in this section.
7. New uses that are not water-dependent or water-related shall be allowed in wetlands when less environmentally damaging practicable alternatives do not exist.
8. Impacts to wetlands shall be allowed only when all practicable measures have been applied to minimize those impacts that are unavoidable and in the public interest.
9. A project applicant shall be required to offset unavoidable impacts to wetlands that result from his/her actions by restoring, creating, or enhancing wetlands and by providing appropriate wetlands buffer zones as specified in the Management Plan.
10. Project proposals affecting wetlands shall be coordinated with federal and state agencies that regulate new uses in wetlands.
11. Within 6 months of the date that the State of Oregon or Washington adopts a comprehensive wetlands ordinance, the Gorge Commission shall complete an evaluation that compares the state ordinance to the wetlands policies and guidelines in the Management Plan.

If the Gorge Commission determines that the state ordinance provides equal or greater protection to wetlands than the policies and guidelines in the Management Plan, local governments may adopt the state ordinance in lieu of the wetlands policies and guidelines in the Management Plan.

12. Enhancement of wetlands not associated with any other project proposal may be allowed, if such efforts comply with the wetlands provisions in the Management Plan. Enhancement efforts shall be conducted pursuant to a wetlands compensation plan, as described in this section.

All enhancement plans must be approved by the local government, after consultation with federal and state agencies with jurisdiction over wetlands.



## GMA Guidelines

### Uses Allowed Outright

1. The following uses may be allowed in wetlands and wetlands buffer zones without review, if they (1) are conducted using best management practices; (2) do not require structures, grading, draining, flooding, ditching, vegetation removal, or dredging beyond the extent specified below; and (3) comply with all applicable federal, state, and local laws:
  - A. Fish and wildlife management uses conducted by federal, state, or Indian tribal resource agencies.
  - B. Soil, water, and vegetation conservation uses that protect and enhance wetlands acreage and functions.
  - C. Low-intensity recreation uses, including hunting, fishing, trapping, birdwatching, hiking, boating, swimming, and canoeing.
  - D. Noncommercial harvesting of wild crops, such as ferns, moss, berries, tubers, tree fruits, and seeds in a manner that does not injure natural plant reproduction or impact sensitive plant species.
  - E. Agriculture, except new cultivation. Any operation that would cultivate land that has not been cultivated, or has lain idle, for more than 5 years shall be considered new cultivation. For this guideline, cultivation and vegetation removal may be allowed in conjunction with a home garden.
  - F. Ditching, tilling, dredging, or grading conducted solely for the purpose of repairing and maintaining existing irrigation and drainage systems necessary for agriculture, provided that such uses are not undertaken to cultivate lands that have not been cultivated, or have lain idle, for more than 5 years.
  - G. Commercial fishing and trapping.
  - H. Educational uses and scientific research.
  - I. Navigation aids, including structures covered by Section 17(a)(3) of the Scenic Area Act.
  - J. Forest practices that do not violate conditions of approval for other approved uses.
  - K. Repair, maintenance, and operation of existing and serviceable structures, trails, roads, railroads and utility facilities.

### Review Uses

1. The following uses may be allowed in wetlands and wetland buffer zones, subject to compliance with guidelines for the protection of scenic, natural, cultural, and recreation resources and "Approval Criteria for Modifications to Serviceable Structures and Minor Water-Dependent and Water-Related Structures in Wetlands" in this section.
  - A. The modification, expansion, replacement, or reconstruction of serviceable structures, if such actions would not (1) increase the size of an existing structure by more than 100 percent, (2) result in a loss of wetlands acreage or functions, or (3) intrude further into a wetland or wetlands buffer zone.

New structures shall be considered intruding further into a wetland or wetlands buffer zone if any portion of the structure is located closer to the wetland or wetlands buffer zone than the existing structure.
  - B. The construction of minor water-related recreation structures that are available for public use. Structures in this category shall be limited to boardwalks; trails and paths, provided their surface is not constructed of impervious materials; observation decks; and interpretative aids, such as kiosks and signs.
  - C. The construction of minor water-dependent structures that are placed on pilings, if the pilings allow unobstructed flow of water and are not placed so close together that they effectively convert an aquatic area to dry land. Structures in this category shall be limited to public and private docks and boat houses, and fish and wildlife management structures that are constructed by federal, state, or tribal resource agencies.
2. Except uses allowed outright and review uses in guidelines 1A through 1C, above, proposed uses may be allowed in wetlands and wetlands buffer zones subject to compliance with guidelines for the protection of scenic, natural, cultural, and recreation resources and "Approval Criteria for Other Review Uses in Wetlands" in this section.

### **Site Plans for Review Uses in Wetlands**

1. In addition to the information required in all site plans, site plans for proposed uses in wetlands or wetlands buffer zones shall include: a site plan map prepared at a scale of 1 inch equals 100 feet (1:1,200), or a scale providing greater detail; the exact boundary of the wetland and the wetlands buffer zone; and a description of actions that would alter or destroy the wetland.

**Approval Criteria for Modifications to Serviceable Structures and Minor Water-Dependent and Water-Related Structures in Wetlands**

1. The uses identified in guideline 1 under "Review Uses," above, may be allowed only if they meet all of the following criteria:
  - A. Practicable alternatives for locating the structure outside of the wetland or wetland buffer zone and/or minimizing the impacts of the structure do not exist.
  - B. All reasonable measures have been applied to ensure that the structure will result in the minimum feasible alteration or destruction of the wetland's functions, existing contour, vegetation, fish and wildlife resources, and hydrology.
  - C. The structure will be constructed using best management practices.
  - D. Areas disturbed during construction of the structure will be rehabilitated to the maximum extent practicable.
  - E. The structure complies with all applicable federal, state, and local laws.

**Approval Criteria for Other Review Uses in Wetlands**

1. The uses identified in guideline 2 under "Review Uses," above, may be allowed only if they meet all of the following criteria:
  - A. The proposed use is water-dependent, or is not water-dependent but has no practicable alternative as determined by the practicable alternative test in this section.
  - B. The proposed use is in the public interest as determined by the public interest test in this section.
  - C. Measures will be applied to ensure that the proposed use results in the minimum feasible alteration or destruction of the wetland's functions, existing contour, vegetation, fish and wildlife resources, and hydrology.
  - D. Groundwater and surface-water quality will not be degraded by the proposed use.
  - E. Those portions of a proposed use that are not water-dependent or that have a practicable alternative will not be located in wetlands or wetlands buffer zones.
  - F. The proposed use complies with all applicable federal, state, and local laws.

- G. Areas that are disturbed during construction of the proposed use will be rehabilitated to the maximum extent practicable.
- H. Unavoidable impacts to wetlands will be offset through the deliberate restoration, creation, or enhancement of wetlands. Wetlands restoration, creation, and enhancement are not alternatives to the guidelines listed above; they shall be used only as a last resort to offset unavoidable wetlands impacts.

The following wetlands restoration, creation, and enhancement guidelines shall apply:

- (1) Impacts to wetlands shall be offset by restoring or creating new wetlands or by enhancing degraded wetlands. Wetlands restoration shall be the preferred alternative.
- (2) Wetlands restoration, creation, and enhancement projects shall be conducted in accordance with a wetlands compensation plan.
- (3) Wetlands restoration, creation, and enhancement projects shall use native vegetation.
- (4) The size of replacement wetlands shall equal or exceed the following ratios. The first number specifies the required acreage of replacement wetlands, and the second number specifies the acreage of wetlands altered or destroyed.

Restoration: 2:1

Creation: 3:1

Enhancement: 4:1

- (5) Replacement wetlands shall replicate the functions of the wetlands that will be altered or destroyed such that no net loss of wetlands functions occurs.
- (6) Replacement wetlands should replicate the type of wetland that will be altered or destroyed. If this standard is not feasible or practical because of technical constraints, a wetland type of equal or greater benefit may be substituted, provided that no net loss of wetlands functions occurs.
- (7) Wetlands restoration, creation, or enhancement should occur within 1,000 feet of the affected wetland. If this guideline is not practicable because of physical or technical constraints, replacement shall occur within the same watershed and as close to the altered or destroyed wetland as practicable.



- (8) Wetlands restoration, creation, and enhancement efforts should be completed before a wetland is altered or destroyed. If it is not practicable to complete all restoration, creation, and enhancement efforts before the wetland is altered or destroyed, these efforts shall be completed before the new use is occupied or used.
- (9) Five years after a wetland is restored, created, or enhanced, at least 75 percent of the replacement vegetation must survive. The project applicant shall monitor the hydrology and vegetation of the replacement wetland and shall take corrective measures to ensure that it conforms with the approved wetlands compensation plan and this guideline.



*Wetlands near Cascade Locks, Oregon  
provide valuable wildlife habitat*

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### Wetlands Buffer Zones

1. The width of wetlands buffer zones shall be based on the dominant vegetation community that exists in a buffer zone.
2. The dominant vegetation community in a buffer zone is the vegetation community that covers the most surface area of that portion of the buffer zone that lies between the proposed activity and the affected wetland. Vegetation communities are classified as forest, shrub, or herbaceous.

- A. A forest vegetation community is characterized by trees with an average height equal to or greater than 20 feet, accompanied by a shrub layer; trees must form a canopy cover of at least 40 percent and shrubs must form a canopy cover of at least 40 percent. A forest community without a shrub component that forms a canopy cover of at least 40 percent shall be considered a shrub vegetation community for purposes of the Management Plan.
  - B. A shrub vegetation community is characterized by shrubs and trees that are greater than 3 feet tall and form a canopy cover of at least 40 percent.
  - C. A herbaceous vegetation community is characterized by the presence of herbs, including grass and grasslike plants, forbs, ferns, and nonwoody vines.
3. Buffer zones shall be measured outward from a wetlands boundary on a horizontal scale that is perpendicular to the wetlands boundary. The following buffer zone widths shall be required:
- |                         |          |
|-------------------------|----------|
| Forest communities:     | 75 feet  |
| Shrub communities:      | 100 feet |
| Herbaceous communities: | 150 feet |
4. Except as otherwise allowed, wetlands buffer zones shall be retained in their natural condition. When a buffer zone is disturbed by a new use, it shall be replanted with native plant species.

#### **Rules for Delineating Wetlands Boundaries**

1. The approximate location and extent of wetlands in the Scenic Area is shown on the National Wetlands Inventory (U.S. Department of the Interior 1987). In addition, the list of hydric soils and the soil survey maps shall be used as an indicator of wetlands.

Some wetlands may not be shown on the wetlands inventory or soil survey maps. Wetlands that are discovered by the local planning staff during an inspection of a potential project site shall be delineated and protected.

2. The project applicant shall be responsible for determining the exact location of a wetlands boundary. Wetlands boundaries shall be delineated using the procedures specified in the *Federal Manual for Identifying and Delineating Jurisdictional Wetlands* (Federal Interagency Committee for Wetland Delineation 1989), and any subsequent amendments.

All wetlands delineations shall be conducted by a professional who has been trained to use the federal delineation procedures, such as a soil scientist, botanist, or wetlands ecologist.

3. The local government may verify the accuracy of, and render adjustments to, a wetlands boundary delineation. If the adjusted boundary delineation is contested by the project applicant, the local government shall obtain professional services to render a final delineation, at the applicant's expense.

### **Practicable Alternative Test**

1. An alternative site for a proposed use shall be considered practicable if it is available and the proposed use can be undertaken on that site after taking into consideration cost, technology, logistics, and overall project purposes.

A practicable alternative does not exist if a project applicant satisfactorily demonstrates all of the following:

- A. The basic purpose of the use cannot be reasonably accomplished using one or more other sites in the vicinity that would avoid or result in less adverse effects on wetlands.
- B. The basic purpose of the use cannot be reasonably accomplished by reducing its proposed size, scope, configuration, or density, or by changing the design of the use in a way that would avoid or result in less adverse effects on wetlands.
- C. Reasonable attempts were made to remove or accommodate constraints that caused a project applicant to reject alternatives to the proposed use. Such constraints include inadequate infrastructure, parcel size, and land use designations. If a land use designation or recreation intensity class is a constraint, an applicant must request a Management Plan amendment to demonstrate that practicable alternatives do not exist.

### **Public Interest Test**

1. The following factors shall be considered when determining if a proposed use is in the public interest:
  - A. The extent of public need for the proposed use.
  - B. The extent and permanence of beneficial or detrimental effects that the proposed use may have on the public and private uses for which the property is suited.
  - C. The functions and size of the wetland that may be affected.

- D. The economic value of the proposed use to the general area.
- E. The ecological value of the wetland and probable effect on public health and safety, fish, plants, and wildlife.

### Wetlands Compensation Plans

1. Wetlands compensation plans shall be prepared when a project applicant is required to restore, create, or enhance wetlands. They shall satisfy the following guidelines:
  - A. Wetlands compensation plans shall be prepared by a qualified professional hired by the project applicant. They shall provide for land acquisition, construction, maintenance, and monitoring of replacement wetlands.
  - B. Wetlands compensation plans shall include an ecological assessment of the wetland that will be altered or destroyed and the wetland that will be restored, created, or enhanced. The assessment shall include information on flora, fauna, hydrology, and wetlands functions.
  - C. Compensation plans shall also assess the suitability of the proposed site for establishing a replacement wetland, including a description of the water source and drainage patterns, topography, wildlife habitat opportunities, and value of the existing area to be converted.
  - D. Compensation plans shall provide plan view and cross-sectional, scaled drawings; topographic survey data, including elevations at contour intervals no greater than 1 foot, slope percentages, and final grade elevations; and other technical information in sufficient detail to explain and illustrate:
    - (1) Soil and substrata conditions, grading, and erosion and sediment control needed for wetland construction and long-term survival.
    - (2) Planting plans that specify native plant species, quantities, size, spacing, or density; source of plant materials or seeds; timing, season, water, and nutrient requirements for planting; and where appropriate, measures to protect plants from predation.
    - (3) Water quality parameters, water source, water depths, water control structures, and water level maintenance practices needed to achieve the necessary hydrologic conditions.
  - E. A 5-year monitoring, maintenance, and replacement program shall be included in all plans. At a minimum, a project applicant shall provide an annual report that documents milestones, successes, problems, and contingency actions.



Photographic monitoring stations shall be established and photographs shall be used to monitor the replacement wetland.

- F. A project applicant shall demonstrate sufficient fiscal, technical, and administrative competence to successfully execute a wetlands compensation plan.

## **STREAMS, PONDS, LAKES, AND RIPARIAN AREAS**

### **GMA Goals**

1. Protect water quality, natural drainage, and fish and wildlife habitat of streams, ponds, lakes, and riparian areas.
2. Enhance aquatic and riparian areas.

### **GMA Objective**

Through the Gorge Commission and local governments, encourage the use of existing public programs and incentives to rehabilitate and enhance streams, ponds, lakes, and riparian areas that have been disturbed.

### **GMA Policies**

1. The stream, pond, lake, and riparian area goals, policies, and guidelines in the Management Plan shall not apply to those portions of the main stem of the Columbia River that adjoin the Urban Areas. The Gorge Commission will rely on the applicable federal and state laws to protect those portions of the Columbia River that adjoin the Urban Areas.
2. Proposed uses adjacent to streams, ponds, and lakes should preserve an undisturbed buffer zone that is wide enough to protect aquatic and riparian areas.
3. Low-intensity uses may be allowed outright in streams, ponds, lakes, and their buffer zones. Uses that may affect water quality, natural drainage, or wildlife habitat may be allowed in streams, ponds, lakes, and their buffer zones, subject to compliance with guidelines for the protection of scenic, natural, cultural, and recreation resources and the approval criteria in this section.
4. New uses that are not water-dependent or water-related shall be allowed in streams, ponds, lakes, and riparian areas if they are in the public interest and less environmentally damaging practicable alternatives do not exist.

5. Practicable measures shall be applied to minimize unavoidable impacts to aquatic and riparian areas.
6. A project applicant shall offset unavoidable impacts to aquatic areas and their buffer zones that result from his/her actions by rehabilitating or enhancing aquatic and riparian areas.
7. When uses are authorized in degraded aquatic and riparian areas, rehabilitation shall return the project area to its natural condition to the maximum extent practicable.
8. Enhancement of streams, ponds, lakes, and riparian areas not associated with any other development proposal may be allowed, if such efforts comply with the streams, ponds, lakes, and riparian area provisions in this Management Plan. Enhancement efforts shall be conducted pursuant to a rehabilitation and enhancement plan, as described in this section.

All enhancement plans shall be approved by the local government, after consultation with federal and state agencies with jurisdiction over streams, ponds, lakes, and riparian areas.

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*The lower  
Klickitat River in  
Washington is a  
significant  
natural area.*

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## GMA Guidelines

### Uses Allowed Outright

1. The following uses may be allowed in streams, ponds, lakes, and their buffer zones without review, if they (1) are conducted using best management practices; (2) do not require structures, grading, draining, flooding, ditching, vegetation

removal, or dredging beyond the extent specified below; and (3) comply with all applicable federal, state, and local laws:

- A. Fish and wildlife management uses conducted by federal, state, or Indian tribal resource agencies.
- B. Soil, water, and vegetation conservation uses that protect water quality, natural drainage, and fish and wildlife habitat of streams, ponds, lakes, and riparian areas.
- C. Low-intensity recreation uses, including hunting, fishing, trapping, bird watching, hiking, boating, swimming, and canoeing.
- D. Noncommercial harvesting of wild crops, such as ferns, moss, berries, tubers, tree fruits, and seeds in a manner that does not injure natural plant reproduction or impact sensitive plant species.
- E. Agriculture, except new cultivation. Any operation that would cultivate land that has not been cultivated, or has lain idle, for more than 5 years shall be considered new cultivation and shall require a review use permit. For this guideline, cultivation and vegetation removal may be allowed in conjunction with a home garden.
- F. Ditching, tilling, dredging, or grading conducted solely for the purpose of repairing and maintaining existing irrigation and drainage systems necessary for agriculture, provided that such uses are not undertaken to cultivate lands that have not been cultivated, or have lain idle, for more than 5 years.
- G. Commercial fishing and trapping.
- H. Educational uses and scientific research.
- I. Navigation aids, including structures covered by Section 17(a)(3) of the Scenic Area Act.
- J. Forest practices that do not violate conditions of approval for other approved uses.
- K. Repair, maintenance, and operation of existing and serviceable structures, trails, roads, railroads and utility facilities.

### **Review Uses**

1. The following uses may be allowed in streams, ponds, lakes, and riparian areas, subject to compliance with guidelines for the protection of scenic, natural, cultural and recreation resources and "Approval Criteria for Modifications to Serviceable



Structures and Minor Water-Dependent and Water-Related Structures in Aquatic and Riparian Areas" in this section.

- A. The modification, expansion, replacement, or reconstruction of serviceable structures, provided that such actions would not (1) increase the size of an existing structure by more than 100 percent, (2) result in a loss of water quality, natural drainage, and fish and wildlife habitat, or (3) intrude further into a stream, pond, lake, or buffer zone. New structures shall be considered intruding further into a stream, pond, lake, or buffer zone if any portion of the structure is located closer to the stream, pond, lake, or buffer zone than the existing structure.
  - B. The construction of minor water-related recreation structures that are available for public use. Structures in this category shall be limited to boardwalks; trails and paths, provided their surface is not constructed of impervious materials; observation decks; and interpretative aids, such as kiosks and signs.
  - C. The construction of minor water-dependent structures that are placed on pilings, if the pilings allow unobstructed flow of water and are not placed so close together that they effectively convert an aquatic area to dry land. Structures in this category shall be limited to public and private docks and boat houses, and fish and wildlife management structures that are constructed by federal, state, or tribal resource agencies.
2. Except uses allowed outright and review uses in guidelines 1A through 1C, above, proposed uses may be allowed in streams, ponds, lakes, and riparian areas, subject to compliance with guidelines for the protection of scenic, natural, cultural, and recreation resources and "Approval Criteria for Other Review Uses in Aquatic and Riparian Areas" in this section.

#### **Site Plans for Review Uses in Aquatic and Riparian Areas**

1. In addition to the information required in all site plans, site plans for proposed uses in streams, ponds, lakes, and their buffer zones shall include: a site plan map prepared at a scale of 1 inch equals 100 feet (1:1,200), or a scale providing greater detail; the exact boundary of the ordinary high watermark or normal pool elevation and the prescribed buffer zone; and a description of actions that would alter or destroy the stream, pond, lake, or riparian area.

#### **Approval Criteria for Modifications to Serviceable Structures and Minor Water-Dependent and Water-Related Structures in Aquatic and Riparian Areas**

1. The uses identified in guideline 1 under "Review Uses," above, may be allowed only if they meet all of the following criteria:



- A. Practicable alternatives for locating the structure outside of the stream, pond, lake, or buffer zone and/or minimizing the impacts of the structure do not exist.
- B. All reasonable measures have been applied to ensure that the structure will result in the minimum feasible alteration or destruction of water quality, natural drainage, and fish and wildlife habitat of streams, ponds, lakes, and riparian areas.
- C. The structure will be constructed using best management practices.
- D. Areas disturbed during construction of the structure will be rehabilitated to the maximum extent practicable.
- E. The structure complies with all applicable federal, state, and local laws.

### Approval Criteria for Other Review Uses in Aquatic and Riparian Areas

1. The uses identified in guideline 2 under "Review Uses," above, may be allowed only if they meet all of the following criteria:
  - A. The proposed use is water-dependent, or is not water-dependent but has no practicable alternative. A local government may conclude that a practicable alternative to the proposed use does not exist if the "Practicable Alternative Test" in the "Wetlands" section of this chapter is satisfied, substituting the term "stream, pond, lake, or riparian area" as appropriate.
  - B. The proposed use is in the public interest.

In determining if a proposed use is in the public interest, the guidelines under "Public Interest Test" in the "Wetlands" section of this chapter shall be considered, substituting the term "stream, pond, lake, or riparian area" as appropriate.

- C. Measures have been applied to ensure that the proposed use results in minimum feasible impacts to water quality, natural drainage, and fish and wildlife habitat of the affected stream, pond, lake, and/or buffer zone.

As a starting point, the following mitigation measures shall be considered when new uses are proposed in streams, ponds, lakes, and buffer zones:

- (1) Construction shall occur during periods when fish and wildlife are least sensitive to disturbance. In Oregon, work in streams, ponds, and lakes shall be conducted during the periods specified in *Oregon Guidelines for Timing of In-Water Work to Protect Fish and Wildlife Resources* (Oregon Department of Fish and Wildlife 1986). In Washington, the Washington

Department of Wildlife and Washington Department of Fisheries shall evaluate specific proposals and specify periods for inwater work.

- (2) All natural vegetation shall be retained to the greatest extent practicable, including aquatic and riparian vegetation.
  - (3) Nonstructural controls and natural processes shall be used to the greatest extent practicable.
  - (4) Bridges, roads, pipeline and utility corridors, and other water crossings shall be minimized and should serve multiple purposes and properties.
  - (5) Stream channels shall not be placed in culverts unless absolutely necessary for property access. Bridges are preferred for water crossings to reduce disruption to streams, ponds, lakes, and their banks. When culverts are necessary, oversized culverts with open bottoms that maintain the channel's width and grade should be used.
  - (6) Temporary and permanent control measures shall be applied to minimize erosion and sedimentation when riparian areas are disturbed, including slope netting, berms and ditches, tree protection, sediment barriers, infiltration systems, and culverts.
- D. Groundwater and surface water quality will not be degraded by the proposed use.
- E. Those portions of a proposed use that are not water-dependent or that have a practicable alternative will be located outside of stream, pond, and lake buffer zones.
- F. The proposed use complies with all applicable federal, state, and local laws.
- G. Unavoidable impacts to aquatic and riparian areas will be offset through rehabilitation and enhancement.

Rehabilitation and enhancement shall achieve no net loss of water quality, natural drainage, and fish and wildlife habitat of the affected stream, pond, lake, and/or buffer zone. When a project area has been disturbed in the past, it shall be rehabilitated to its natural condition to the maximum extent practicable.

When a project area cannot be completely rehabilitated, such as when a boat launch permanently displaces aquatic and riparian areas, enhancement shall also be required.

The following rehabilitation and enhancement guidelines shall apply:

- (1) Rehabilitation and enhancement projects shall be conducted in accordance with a rehabilitation and enhancement plan.
- (2) Natural hydrologic conditions shall be replicated, including current patterns, circulation, velocity, volume, and normal water fluctuation.
- (3) Natural stream channel and shoreline dimensions shall be replicated, including depth, width, length, cross-sectional profile, and gradient.
- (4) The bed of the affected aquatic area shall be rehabilitated with identical or similar materials.
- (5) Riparian areas shall be rehabilitated to their original configuration, including slope and contour.
- (6) Fish and wildlife habitat features shall be replicated, including pool-riffle ratios, substrata, and structures. Structures include large woody debris and boulders.
- (7) Stream channels and banks, shorelines, and riparian areas shall be replanted with native plant species that replicate the original vegetation community.
- (8) Rehabilitation and enhancement efforts shall be completed no later than 90 days after the aquatic area or buffer zone has been altered or destroyed, or as soon thereafter as is practicable.
- (9) Three years after an aquatic area or buffer zone is rehabilitated or enhanced, at least 75 percent of the replacement vegetation must survive. The project applicant shall monitor the replacement vegetation and take corrective measures to meet this guideline.

#### **Stream, Pond, and Lake Buffer Zones**

1. Buffer zones shall generally be measured landward from the ordinary high watermark on a horizontal scale that is perpendicular to the ordinary high watermark. On the main stem of the Columbia River above Bonneville Dam, buffer zones shall be measured landward from the normal pool elevation of the Columbia River. The following buffer zone widths shall be required:
  - A. Streams used by anadromous or resident fish (tributary fish habitat), special streams, intermittent streams that include year-round pools, and perennial streams: 100 feet.

- B. Intermittent streams, provided they are not used by anadromous or resident fish: 50 feet.
  - C. Ponds and lakes: Buffer zone widths shall be based on the dominant vegetative community and shall use the same guidelines as in the "Wetlands Buffer Zones" section of this chapter, substituting the term "pond or lake" as appropriate.
- 2. Except as otherwise allowed, buffer zones shall be retained in their natural condition. When a buffer zone is disturbed by a new use, it shall be replanted with native plant species.
  - 3. The project applicant shall be responsible for determining the exact location of the ordinary high watermark or normal pool elevation. The local government may verify the accuracy of, and render adjustments to, an ordinary high watermark or normal pool delineation. If the adjusted boundary delineation is contested by the project applicant, the local government shall obtain professional services to render a final delineation, at the project applicant's expense.

#### **Rehabilitation and Enhancement Plans**

- 1. Rehabilitation and enhancement plans shall be prepared when a project applicant is required to rehabilitate or enhance a stream, pond, lake, and/or buffer zone. They shall satisfy the following guidelines:
  - A. Rehabilitation and enhancement plans are the responsibility of the project applicant; they shall be prepared by qualified professionals, such as fish or wildlife biologists.
  - B. All plans shall include an assessment of the physical characteristics and natural functions of the affected stream, pond, lake, and/or buffer zone. The assessment shall include hydrology, flora, and fauna.
  - C. Plans shall include plan view and cross-sectional, scaled drawings; topographic survey data, including elevations at contour intervals of at least 2 feet, slope percentages, and final grade elevations; and other technical information in sufficient detail to explain and illustrate:
    - (1) Soil and substrata conditions, grading and excavation, and erosion and sediment control needed to successfully rehabilitate and enhance the stream, pond, lake, and buffer zone.
    - (2) Planting plans that specify native plant species, quantities, size, spacing, or density; source of plant materials or seeds; timing, season, water, and nutrient requirements for planting; and where appropriate, measures to protect plants from predation.



- (3) Water-quality parameters, construction techniques, management measures, and design specifications needed to maintain hydrologic conditions and water quality.
- D. A 3-year monitoring, maintenance, and replacement program shall be included in all rehabilitation and enhancement plans. At a minimum, a project applicant shall prepare an annual report that documents milestones, successes, problems, and contingency actions. Photographic monitoring shall be used to monitor all rehabilitation and enhancement efforts.
- E. A project applicant shall demonstrate sufficient fiscal, administrative, and technical competence to successfully execute and monitor a rehabilitation and enhancement plan.

## WILDLIFE HABITAT

### GMA Goals

1. Ensure that new uses do not adversely affect sensitive wildlife areas and sites. "Sensitive wildlife areas" means the 17 land and water areas that are included in the wildlife inventory. (See Table 4.)

"Sensitive wildlife sites" is used here in a generic sense to refer to sites that are used by species that are (1) listed as endangered or threatened pursuant to federal or state endangered species acts, (2) listed as endangered, threatened, sensitive, or candidate by the Washington Wildlife Commission, (3) listed as sensitive by the Oregon Fish and Wildlife Commission, or (4) considered to be of special interest to the public (limited to great blue heron, osprey, golden eagle, and prairie falcon). (See Tables 4 through 6.)

2. Enhance wildlife habitat that has been altered or destroyed by past uses.

### GMA Objectives

1. Update the wildlife inventory as new areas and sites are discovered and federal or state wildlife lists are revised. This update will be conducted by the Gorge Commission.
2. Promote public programs that offer incentives to landowners who protect and enhance sensitive wildlife habitat. The Gorge Commission shall notify landowners whose property has been designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land, or Large or Small Woodland and contains a sensitive wildlife area or site. It shall inform landowners about the rationale for regulating new uses near sensitive wildlife habitat, including cultivation.



*Tundra  
swans  
wintering at  
Franz Lake  
in  
Washington*

### *GMA Policies*

1. Newly discovered sensitive wildlife areas and sites and wildlife species that are added to federal or state wildlife lists shall be protected.
2. To help ensure that wildlife species are not disturbed, the wildlife inventory shall be kept confidential.
3. Habitat areas of animal species that are classified as endangered or threatened by federal or state endangered species acts or the Washington Wildlife Commission may be designated Open Space. The guidelines in this chapter shall be used to protect other sensitive wildlife areas and sites.
4. New dwellings, fences, and land divisions shall be limited in deer and elk winter range and turkey habitat.
5. New and replacement fences in deer and elk winter range should be constructed so they do not present a major hazard to deer and elk.
6. On lands designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land, or Large or Small Woodland that include deer and elk winter range or turkey habitat, new parcels shall be 40 acres or larger in the west end of the Scenic Area and 80 acres or larger in the east end of the Scenic Area. In Oregon, the division between the west and east end of the Scenic Area is the Hood River. In Washington, the White Salmon River is the line of division.

7. Proposed uses that would adversely affect sensitive wildlife areas or sites shall be prohibited. Uses adversely affect wildlife sites and areas when they compromise the integrity of an area or site, or occur during a time of the year when affected wildlife species are sensitive to disturbance.
8. Adequate buffer zones shall be maintained to protect sensitive wildlife areas or sites from new uses. The width of wildlife buffer zones shall be determined on a case-by-case basis and shall reflect the biology of the affected species and the characteristics of the project site and the proposed use.
9. The size, scope, configuration, density, and timing of new uses within wildlife buffer zones shall be regulated to protect sensitive wildlife species.
10. Site-specific management plans shall be required before most new uses will be allowed within wildlife buffer zones.
11. Rehabilitation and/or enhancement shall be required to offset unavoidable impacts to wildlife habitat that result from new uses.

### GMA Guidelines

#### Uses Allowed Outright

1. The following uses may be allowed within 1,000 feet of sensitive wildlife areas and sites without review, if they do not involve new structures, vegetation removal, or actions that disturb the ground, such as grading or ditching beyond the extent specified below:
  - A. Agriculture, except new cultivation. Any operation that would cultivate land that has not been cultivated, or has lain idle, for more than 5 years shall be considered new cultivation.
  - B. Ditching, tilling, dredging, or grading conducted solely for the purpose of repairing and maintaining existing irrigation and drainage systems necessary for agriculture, provided that such uses are not undertaken to cultivate lands that have not been cultivated, or have lain idle, for more than 5 years.
  - C. Forest practices that do not violate conditions of approval for other approved uses.
  - D. Repair, maintenance, and operation of existing and serviceable structures, trails, roads, railroads, and utility facilities.
  - E. Fish and wildlife management uses conducted by federal, state, or Indian tribal resource agencies.



### Review Uses

1. Except uses allowed outright, proposed uses may be allowed within 1,000 feet of a sensitive wildlife area or site, subject to compliance with guidelines for the protection of scenic, natural, cultural, and recreation resources and "Approval Criteria for Review Uses Near Sensitive Wildlife Areas and Sites" in this section.

### **Site Plans and Field Surveys for Review Uses Near Sensitive Wildlife Areas and Sites**

1. In addition to the information required in all site plans, site plans for uses within 1,000 feet of a sensitive wildlife area or site shall include a map prepared at a scale of 1 inch equals 100 feet (1:1,200), or a scale providing greater detail.
2. A field survey to identify sensitive wildlife areas or sites shall be required for (1) land divisions that create four or more parcels, (2) recreation facilities that contain parking areas for more than 10 cars, overnight camping facilities, boat ramps, or visitor information and environmental education facilities, (3) public transportation facilities that are outside improved rights-of-way, (4) electric facilities, lines, equipment, and appurtenances that are 33 kilovolts or greater, and (5) communications, water and sewer, and natural gas transmission (as opposed to distribution) lines, pipes, equipment, and appurtenances.

Field surveys shall cover all areas affected by the proposed use or recreation facility. They shall be conducted by a professional wildlife biologist hired by the project applicant. All sensitive wildlife areas and sites discovered in a project area shall be described and shown on the site plan map.

### **Approval Criteria for Review Uses Near Sensitive Wildlife Areas and Sites**

1. Uses that are proposed within 1,000 feet of a sensitive wildlife area or site shall be reviewed by the Oregon Department of Fish and Wildlife or the Washington Department of Wildlife. The approximate locations of sensitive wildlife areas and sites are shown in the wildlife inventory. State wildlife biologists will help determine if a new use would adversely affect a sensitive wildlife area or site.
2. The local government shall submit site plans to the Oregon Department of Fish and Wildlife or Washington Department of Wildlife. State wildlife biologists shall review the site plan and their field survey records. They shall (1) identify/verify the precise location of the wildlife area or site, (2) ascertain whether the wildlife area or site is active or abandoned, and (3) determine if the proposed use may compromise the integrity of the wildlife area or site or occur during the time of year when wildlife species are sensitive to disturbance, such as nesting or rearing seasons. In some instances, state wildlife biologists may conduct field surveys to verify the wildlife inventory and assess the potential effects of a proposed use.



3. The following factors may be considered when site plans are reviewed:
  - A. Biology of the affected wildlife species.
  - B. Published guidelines regarding the protection and management of the affected wildlife species. The Oregon Department of Forestry has prepared technical papers that include management guidelines for osprey and great blue heron. The Washington Department of Wildlife has prepared similar guidelines for a variety of species, including the western pond turtle, the peregrine falcon, and the Larch Mountain salamander (Rodrick and Milner 1991).
  - C. Physical characteristics of the subject parcel and vicinity, including topography and vegetation.
  - D. Historic, current, and proposed uses in the vicinity of the sensitive wildlife area or site.
  - E. Existing condition of the wildlife area or site and the surrounding habitat and the useful life of the area or site.
4. The wildlife protection process may terminate if the local government, in consultation with the state wildlife agency, determines (1) the sensitive wildlife area or site is not active, or (2) the proposed use would not compromise the integrity of the wildlife area or site or occur during the time of year when wildlife species are sensitive to disturbance.
5. If the local government, in consultation with the state wildlife agency, determines that the proposed use would have only minor effects on the wildlife area or site that could be eliminated by simply modifying the site plan or regulating the timing of new uses, a letter shall be sent to the project applicant that describes the effects and measures needed to eliminate them. If the project applicant accepts these recommendations, the local government shall incorporate them into its development review order and the wildlife protection process may conclude.
6. The project applicant shall prepare a wildlife management plan if the local government, in consultation with the state wildlife agency, determines that the proposed use would adversely affect a sensitive wildlife area or site and the effects of the proposed use cannot be eliminated through site plan modifications or project timing.
7. The local government shall submit a copy of all field surveys and wildlife management plans to the Oregon Department of Fish and Wildlife or Washington Department of Wildlife. The state wildlife agency will have 20 days from the date that a field survey or management plan is mailed to submit written comments to the local government.

The local government shall record and address any written comments submitted by the state wildlife agency in its development review order.

Based on the comments from the state wildlife agency, the local government shall make a final decision on whether the proposed use would be consistent with the wildlife policies and guidelines. If the final decision contradicts the comments submitted by the state wildlife agency, the local government shall justify how it reached an opposing conclusion.

8. The local government shall require the project applicant to revise the wildlife management plan as necessary to ensure that the proposed use would not adversely affect a sensitive wildlife area or site.



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*Tree snags provide nest sites and other uses for eagles and hawks*

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### Wildlife Management Plans

1. Wildlife management plans shall be prepared when a proposed use is likely to adversely affect a sensitive wildlife area or site. Their primary purpose is to document the special characteristics of a project site and the habitat requirements of affected wildlife species. This information provides a basis for the project applicant to redesign the proposed use in a manner that protects sensitive

wildlife areas and sites, maximizes his/her development options, and mitigates temporary impacts to the wildlife area or site and/or buffer zone.

2. Wildlife management plans shall comply with the following guidelines:
  - A. Wildlife management plans shall be prepared by a professional wildlife biologist hired by the project applicant.
  - B. All relevant background information shall be documented and considered, including biology of the affected species, published protection and management guidelines, physical characteristics of the subject parcel, past and present use of the subject parcel, and useful life of the wildlife area or site.
  - C. The core habitat of the sensitive wildlife species shall be delineated. It shall encompass the sensitive wildlife area or site and the attributes, or key components, that are essential to maintain the long-term use and integrity of the wildlife area or site.
  - D. A wildlife buffer zone shall be employed. It shall be wide enough to ensure that the core habitat is not adversely affected by new uses, or natural forces, such as fire and wind. Buffer zones shall be delineated on the site plan map and shall reflect the physical characteristics of the project site and the biology of the affected species.
  - E. The size, scope, configuration, or density of new uses within the core habitat and the wildlife buffer zone shall be regulated to protect sensitive wildlife species. The timing and duration of all uses shall also be regulated to ensure that they do not occur during the time of year when wildlife species are sensitive to disturbance. The following guidelines shall apply:
    - (1) New uses shall generally be prohibited within the core habitat. Exceptions may include uses that have temporary and negligible effects, such as the installation of minor underground utilities or the maintenance of existing structures. Low-intensity, nondestructive uses may be conditionally authorized in the core habitat.
    - (2) Intensive uses shall be generally prohibited in wildlife buffer zones. Such uses may be conditionally authorized when a wildlife area or site is inhabited seasonally, provided they will have only temporary effects on the wildlife buffer zone and rehabilitation and/or enhancement will be completed before a particular species returns.
  - F. Rehabilitation and/or enhancement shall be required when new uses are authorized within wildlife buffer zones. When a buffer zone has been altered or degraded in the past, it shall be rehabilitated to its natural condition to the maximum extent practicable. When complete rehabilitation is not possible,



such as when new structures permanently displace wildlife habitat, enhancement shall also be required. Enhancement shall achieve no net loss of the integrity of the wildlife area or site.

Rehabilitation and enhancement actions shall be documented in the wildlife management plan and shall include a map and text.

- G. The project applicant shall prepare and implement a 3-year monitoring plan when the affected wildlife area or site is occupied by a species that is listed as endangered or threatened pursuant to federal or state wildlife lists. At a minimum, the project applicant shall prepare an annual report and shall track the status of the wildlife area or site and the success of rehabilitation and/or enhancement actions.

At the end of 3 years, rehabilitation and enhancement efforts may conclude if they are successful. In instances where rehabilitation and enhancement efforts have failed, the monitoring process shall be extended until the applicant satisfies the rehabilitation and enhancement guidelines.

### Approval Criteria for Fences in Deer and Elk Winter Range

New fences in deer and elk winter range shall comply with the following guidelines.

1. New fences in deer and elk winter range shall be allowed only when necessary to control livestock or exclude wildlife from specified areas, such as gardens or sensitive wildlife sites. The areas fenced shall be the minimum necessary to meet The immediate needs of the project applicant.
2. New and replacement fences that are allowed in winter range shall comply with the guidelines in *Specifications for Structural Range Improvements* (Sanderson et al. 1990), as summarized below, unless the project applicant demonstrates the need for an alternative design:
  - A. To make it easier for deer to jump over the fence, the top wire shall not be more than 42 inches high.
  - B. The distance between the top two wires is critical for adult deer because their hind legs often become entangled between these wires. A gap of at least 10 inches shall be maintained between the top two wires to make it easier for deer to free themselves if they become entangled.
  - C. The bottom wire shall be at least 16 inches above the ground to allow fawns to crawl under the fence. It shall consist of smooth wire because barbs often injure animals as they crawl under fences.



- D. Stays, or braces placed between strands of wire, shall be positioned between fences posts where deer are most likely to cross. Stays create a more rigid fence, which allows deer a better chance to wiggle free if their hind legs become caught between the top two wires.
3. Woven wire fences may be authorized only when a project applicant clearly demonstrates that such a fence is required to meet his/her specific and immediate needs, such as controlling hogs and sheep.

## RARE PLANTS

### GMA Goals

1. Ensure that new uses do not adversely affect plant species that are (1) endemic to the Columbia River Gorge and vicinity, (2) listed as endangered or threatened pursuant to federal or state endangered species acts, or (3) listed as endangered, threatened, or sensitive by the Oregon or Washington Natural Heritage Program. (See Tables 7, 8, and 9.) For brevity, these species will be referred to as "sensitive" plant species.
2. Encourage the protection of plant species that are classified as "List 3 (Review)" or "List 4 (Watch)" by the Oregon Natural Heritage Program or "Monitor" by the Washington Natural Heritage Program.
3. Enhance the natural habitat of rare plant species.

### GMA Objectives

1. Update the rare plant species inventory as new plant sites are discovered and federal or state rare plant lists are revised. The update will be conducted by the Gorge Commission.
2. Promote public programs that offer incentives to landowners who protect and enhance sensitive plants. The Gorge Commission shall notify landowners whose property has been designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land, or Large or Small Woodland and contains sensitive plant species. It shall inform landowners about the values of sensitive plants and the rationale for regulating new uses near sensitive plant sites, including cultivation.

### GMA Policies

1. Newly discovered rare plant sites and plant species that are added to federal or state rare plant lists shall be protected. Species that are deleted from federal or state rare plant lists will not require further protection.

2. The rare plant species inventory shall be used to identify possible conflicts between proposed uses and rare plant sites. Project applicants should consult the local government early in the planning process to help determine if rare plants exist in the project area.
3. When new uses are proposed near a sensitive plant site that appears in the rare plant species inventory, the field survey records shall be used to determine the precise location of the plant population in relation to the proposed use. If the field survey records are inadequate, a field survey shall be conducted to delineate the boundaries of the sensitive plant population.
4. Buffer zones shall be used to ensure that new uses do not adversely affect sensitive plant species.
5. Except for uses allowed outright, new uses shall be prohibited within sensitive plant species buffer zones.
6. Landowners and agency officials shall be encouraged to avoid siting new uses on lands containing plant species listed as "Review," "Watch," or "Monitor" by the Oregon or Washington Natural Heritage Program.

### *GMA Guidelines*

#### Uses Allowed Outright

1. The following uses may be allowed within sensitive plant buffer zones without review, if they do not involve new structures, vegetation removal, or actions that disturb the ground, such as grading or ditching beyond the extent specified below:
  - A. Low-intensity recreation uses, including hunting, fishing, trapping, native plant study, birdwatching, boating, swimming, and hiking. Horseback riding is not considered a low-intensity use.
  - B. Agriculture, except new cultivation. Any operation that would cultivate land that has not been cultivated, or has lain idle, for more than 5 years shall be considered new cultivation.
  - C. Ditching, tilling, dredging, or grading conducted solely for the purpose of repairing and maintaining existing irrigation and drainage systems necessary for agriculture, provided that such uses are not undertaken to cultivate lands that have not been cultivated, or have lain idle, for more than 5 years.
  - D. Forest practices that do not violate conditions of approval for other approved uses.

- E. Repair, maintenance, and operation of existing and serviceable structures, trails, roads, railroads and utility facilities.

### **Review Uses**

1. Except uses allowed outright, proposed uses may be allowed within 1,000 feet of a sensitive plant, subject to compliance with guidelines for the protection of scenic, natural, cultural, and recreation resources and "Approval Criteria for Review Uses Near Sensitive Plants" in this section.

### **Site Plans and Field Surveys for Review Uses Near Sensitive Plants**

1. In addition to the information required in all site plans, site plans for uses within 1,000 feet of a sensitive plant shall include a map prepared at a scale of 1 inch equals 100 feet (1:1,200), or a scale providing greater detail.
2. A field survey to identify sensitive plants shall be required for (1) land divisions that create four or more parcels; (2) recreation facilities that contain parking areas for more than 10 cars, overnight camping facilities, boat ramps, or visitor information and environmental education facilities; (3) public transportation facilities that are outside improved rights-of-way; (4) electric facilities, lines, equipment, and appurtenances that are 33 kilovolts or greater; and (5) communications, water and sewer, and natural gas transmission (as opposed to distribution) lines, pipes, equipment, and appurtenances.

Field surveys shall cover all areas affected by the proposed use or recreation facility. They shall be conducted by a person with recognized expertise in botany or plant ecology hired by the project applicant. Field surveys shall identify the precise location of the sensitive plants and delineate a 200-foot buffer zone. The results of a field survey shall be shown on the site plan map.

### **Approval Criteria for Review Uses Near Sensitive Plants**

1. Uses that are proposed within 1,000 feet of a sensitive plant shall be reviewed by the Oregon or Washington Natural Heritage Program. The approximate locations of sensitive plants are shown in the rare plant species inventory. State heritage staffs will help determine if a new use would invade the buffer zone of sensitive plants.
2. The local government shall submit site plans to the state heritage program. The state heritage staffs will review the site plan and their field survey records. They will identify the precise location of the affected plants and delineate a 200-foot buffer zone on the project applicant's site plan.

If the field survey records of the state heritage program are inadequate, the project applicant shall hire a person with recognized expertise in botany or plant ecology to ascertain the precise location of the affected plants.

3. The rare plant protection process may conclude if the local government, in consultation with the state heritage program, determines that the proposed use would be located outside of a sensitive plant buffer zone.
4. New uses shall be prohibited within sensitive plant species buffer zones, except for those uses that are allowed outright.
5. If a proposed use must be allowed within a sensitive plant buffer zone in accordance with the provisions in "Variances for Setbacks and Buffers" in Part II, Chapter 7, the project applicant shall prepare a protection and rehabilitation plan that complies with the guidelines in "Protection and Rehabilitation Plans" in this section.
6. The local government shall submit a copy of all field surveys and protection and rehabilitation plans to the Oregon or Washington Natural Heritage Program. The state heritage program will have 20 days from the date that a field survey is mailed to submit written comments to the local government.

The local government shall record and address any written comments submitted by the state heritage program in its development review order.

Based on the comments from the state heritage program, the local government will make a final decision on whether the proposed use would be consistent with the rare plant policies and guidelines. If the final decision contradicts the comments submitted by the state heritage program, the local government shall justify how it reached an opposing conclusion.

### **Sensitive Plant Buffer Zones**

1. A 200-foot buffer zone shall be maintained around sensitive plants. Buffer zones shall remain in an undisturbed, natural condition.
2. Buffer zones may be reduced if a project applicant demonstrates that intervening topography, vegetation, manmade features, or natural plant habitat boundaries negate the need for a 200-foot radius. Under no circumstances shall the buffer zone be less than 25 feet.
3. Requests to reduce buffer zones shall be considered if a professional botanist or plant ecologist hired by the project applicant (1) identifies the precise location of the sensitive plants, (2) describes the biology of the sensitive plants, and (3) demonstrates that the proposed use will not have any negative effects, either



direct or indirect, on the affected plants and the surrounding habitat that is vital to their long-term survival.

All requests shall be prepared as a written report. Published literature regarding the biology of the affected plants and recommendations regarding their protection and management shall be cited. The report shall include detailed maps and photographs.

4. The local government shall submit all requests to reduce sensitive plant species buffer zones to the Oregon or Washington Natural Heritage Program. The state heritage program will have 20 days from the date that such a request is mailed to submit written comments to the local government.

The local government shall record and address any written comments submitted by the state heritage program in its development review order.

Based on the comments from the state heritage program, the local government will make a final decision on whether the reduced buffer zone is justified. If the final decision contradicts the comments submitted by the state heritage program, the local government shall justify how it reached an opposing conclusion.

#### **Protection and Rehabilitation Plans**

1. Protection and rehabilitation plans shall minimize and offset unavoidable impacts that result from a new use that occurs within a sensitive plant buffer zone as the result of a variance. All plans shall meet the following guidelines:
  - A. Protection and rehabilitation plans shall be prepared by a professional botanist or plant ecologist hired by the project applicant.
  - B. Construction, protection, and rehabilitation activities shall occur during the time of year when ground disturbance will be minimized and protection, rehabilitation, and replacement efforts will be maximized.
  - C. Sensitive plants that will be destroyed shall be transplanted or replaced, to the maximum extent practicable. Replacement is used here to mean the establishment of a particular plant species in areas of suitable habitat not affected by new uses. Replacement may be accomplished by seeds, cuttings, or other appropriate methods.

Replacement shall occur as close to the original plant site as practicable. The project applicant shall ensure that at least 75 percent of the replacement plants survive 3 years after the date they are planted.

- D. Sensitive plants and their surrounding habitat that will not be altered or destroyed shall be protected and maintained. Appropriate protection and

maintenance techniques shall be applied, such as fencing, conservation buffers, livestock management, and noxious weed control.

- E. Habitat of a sensitive plant that will be affected by temporary uses shall be rehabilitated to a natural condition.
  - F. Protection efforts shall be implemented before construction activities begin. Rehabilitation efforts shall be implemented immediately after the plants and their surrounding habitat are disturbed.
2. Protection and rehabilitation plans shall include maps, photographs, and text. The text shall:
- A. Describe the biology of sensitive plant species that will be affected by a proposed use.
  - B. Explain the techniques that will be used to protect sensitive plants and their surrounding habitat that will not be altered or destroyed.
  - C. Describe the rehabilitation and enhancement actions that will minimize and offset the impacts that will result from a proposed use.
  - D. Include a 3-year monitoring, maintenance, and replacement program. The project applicant shall prepare and submit to the local government an annual report that documents milestones, successes, problems, and contingency actions.

## NATURAL AREAS

### GMA Goals

- 1. Ensure that new uses do not adversely affect natural areas that are potentially eligible for the Oregon Register of Natural Heritage Resources or the Washington Register of Natural Areas Program.
- 2. Encourage landowners to enhance those portions of natural areas that are in fair or poor condition.

### GMA Objectives

- 1. Inform landowners and agency officials about voluntary natural area protection programs that are conducted by state agencies and nonprofit organizations, such as the Oregon Natural Heritage Program, the Washington Natural Heritage Program, and The Nature Conservancy.

2. Assist owners of natural areas who wish to realize benefits from programs that promote long-term protection of open space values by informing them of opportunities such as property tax relief through special assessment programs, income tax benefits through charitable donations, or acquisition by government agencies or nonprofit organizations.

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*A natural stone arch at  
Catherine Creek,  
Washington is a rare  
geologic feature within  
the Gorge*

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### GMA Policies

1. Natural areas that are potentially eligible for the Oregon Register of Natural Heritage Resources or the Washington Register of Natural Areas Program shall be designated as Open Space or Agriculture--Special.
2. Potentially eligible natural areas that are primarily rangeland and substantially contribute to existing livestock operations shall be designated Agriculture--Special if continued livestock grazing would not adversely affect native plant communities or rare plants.

The Oregon and Washington Natural Heritage Programs have concluded that continued livestock grazing is compatible with the following natural areas: Celilo Ridge and Crates Point, Oregon, and Columbia Hills and Horsethief Ponds, Washington. These natural areas are designated Agriculture--Special.

3. Potentially eligible natural areas that would be adversely affected by intensive uses shall be designated as Open Space. The following natural areas are designated Open Space: Chenoweth Table, Columbia Oaks, Rowena Plateau, and Squally Point, Oregon; and Columbia Tunnels, Lower Klickitat River Canyon, and Mosley Lakes, Washington.
4. The Gorge Commission, in consultation with the Oregon and Washington Natural Heritage Programs, have prepared guidelines that specify what uses may be allowed in each natural area. Uses that would adversely affect native plant communities and rare plants shall be prohibited in natural areas. Guidelines for natural areas designated Agriculture--Special are presented in this section, below. Guidelines for natural areas designated Open Space are found in Part II, Chapter 3: Open Space.
5. Landowners and agency officials shall be encouraged to rehabilitate those portions of natural areas that have been degraded and invaded by non-native plant species and weeds. Rehabilitation may be accomplished through a variety of means, including soil and water conservation planning, weed control, and livestock management.

### *GMA Guidelines*

#### Uses Allowed Outright for Lands Designated Agriculture--Special

1. The following uses may be allowed on lands designated Agriculture--Special without review:
  - A. Existing livestock grazing. A livestock operation ceases to be existing when the land on which it is conducted has lain idle for more than 5 years.
  - B. Repair, maintenance, and operation of existing and serviceable structures, trails, roads, railroads, and utility facilities.
  - C. Low-intensity recreation uses that occur with the knowledge and permission of the landowner, including hunting, fishing, trapping, native plant study, birdwatching, photography, horseback riding, and hiking.
  - D. Temporary livestock facilities, such as portable livestock pens and corrals.
  - E. New fences that exclude livestock from lands that are not part of an existing livestock operation.

#### Review Uses for Lands Designated Agriculture--Special

1. The following uses may be allowed on lands designated Agriculture--Special, subject to compliance with guidelines for the protection of scenic, natural,



cultural, and recreation resources and "Approval Criteria for Review Uses on Lands Designated Agriculture--Special" in this section.

- A. New livestock grazing. Any operation that would introduce livestock to land that has not been grazed, or has laid idle, for more than 5 years shall be considered new livestock grazing.
- B. New fences, livestock watering facilities, and corrals.
- C. Soil, water, and vegetation conservation uses.
- D. Replacement or minor expansion of existing and serviceable structures within a dedicated site. Expansion shall be limited to the dedicated site.
- E. Fish and wildlife management uses, educational activities, and scientific research.
- F. Land divisions that facilitate livestock grazing or protect and enhance natural areas. No resulting parcel may be smaller than 160 acres, unless it would facilitate the protection of scenic, cultural, natural, or recreation resources.
- G. Single-family dwellings that are not in conjunction with agricultural use, if a landowner demonstrates that (1) the dwelling cannot be constructed on a portion of the parcel that is located outside of the natural area, and (2) the dwelling is sited and designed in a manner that minimizes adverse effects to the natural area. All dwellings shall meet the criteria in guideline 1N of "Review Uses" (Part II, Chapter 1: Agricultural Land). The buffer guidelines for non-agricultural dwellings may be waived if they would prevent the optimum siting of a dwelling.
- H. Recreation uses, subject to the provisions for recreation intensity classes (in Part I, Chapter 4: Recreation Resources).

#### **Approval Criteria for Review Uses on Lands Designated Agriculture--Special**

- 1. A range conservation plan shall be prepared before new livestock grazing commences; new fences, livestock watering facilities, and corrals are constructed; or soil, water, and vegetation conservation activities are undertaken (review uses 1A, 1B, and 1C). Range conservation plans are described under "Range Conservation Plans" below.
- 2. The local government shall submit all land use applications and range conservation plans to the Oregon or Washington Natural Heritage Program. The state heritage program will have 20 days from the date that an application and/or plan is mailed to submit written comments to the local government.

The local government shall record and address any written comments submitted by the state heritage program in its development review order.

3. Based on the comments from the state heritage program, the local government shall make a final decision on whether the proposed use is consistent with the Agriculture--Special policies and guidelines. If the final decision contradicts the comments submitted by the state heritage program, the local government shall justify how it reached an opposing conclusion.

### **Uses Prohibited on Lands Designated Agriculture--Special**

1. Except for uses allowed outright and review uses, new uses shall be prohibited on lands designated Agriculture--Special. Prohibited uses include, but are not limited to:
  - A. Cultivation, including plowing, harrowing, leveling, tilling, or any activity that prepares land for raising crops by turning, breaking up, or loosening the soil.
  - B. Removal or clearing of native grasses, shrubs, and trees.
  - C. Single-family dwellings and accessory structures, other than non-agricultural dwellings allowed as a review use.
  - D. Barns, silos, and other agricultural buildings.
  - E. Irrigation systems.
  - F. Exploration, development, and production of mineral resources.
  - G. Utility facilities, public use facilities, and roads.

### **Range Conservation Plans**

1. If a range conservation plan is required before a use is allowed, it shall be prepared by landowners in cooperation with range scientists from local conservation districts. Specialists from the Oregon or Washington Natural Heritage Program should be consulted while the plan is being prepared.
2. Range conservation plans shall ensure that new uses do not adversely affect natural areas. They shall accomplish the following goals:
  - A. Maintain native rangeland that is in excellent or good condition; enhance rangeland that is in fair or poor condition.
  - B. Preserve native trees and shrubs.

- C. Reestablish native grasses in degraded areas that have been invaded by non-native plants and weeds.
3. Range conservation plans shall include the following elements:
- A. Range inventory. This shall include existing composition, carrying capacity, and condition of rangeland; the location of rare plants and non-native weeds; and existing fences, watering ponds, and other range improvements.
  - B. Rehabilitation plan. This shall include actions that will be taken to rehabilitate native rangeland that is in fair or poor condition, such as weed and soil erosion control, seeding, and prescribed burning.
  - C. Livestock management plan. This shall include the grazing system that will be used, including number and size of pastures, expected livestock numbers, and grazing/deferral periods and sequence. Management plans shall project livestock movements for at least 3 years.
  - D. Monitoring program. This shall track the annual progress of the conservation plan and condition of the range. Monitoring techniques shall be described, such as line transects or photographic plots.



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*The view from Cape Horn on an early  
spring morning*

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## SMA PROVISIONS

### SMA Goal

Protect and enhance natural resources.

### SMA Policies

1. Natural resources existing on a site proposed for a new development or land use, or natural resources in danger of degradation or destruction from individual or cumulative off-site impacts, shall be protected from adverse effects.
2. Significant ecosystems such as natural areas, wetlands, ponds, lakes, riparian areas, old growth forests, islands, and areas of special importance such as botanical areas, sensitive wildlife and fishery habitats, or oak woodlands shall be protected from adverse effects.
3. Existing habitat quality, viable populations, and long-term productivity of natural resources and ecosystem diversity shall be maintained.
4. County, state, and federal regulations for air and water quality and for pesticide use shall be followed.
5. Wetlands shall not be destroyed except within roads and railroad rights-of-way as provided in guideline 6. Riparian areas shall not be destroyed, except for water-dependent uses, such as boat ramps, and road construction and reconstruction. The above-stated exceptions to riparian destruction policy shall meet minimum natural resource protection standards and be reviewed for meeting resource protection guidelines.
6. The exact location of wetlands boundaries shall be delineated using the procedures specified in the *Federal Manual for Identifying and Delineating Jurisdictional Wetlands* (Federal Interagency Committee for Wetland Delineation, 1989). Changes to this federal manual shall not apply to the Scenic Area unless the Management Plan has been amended. The approximate location and extent of wetlands in the Scenic Area is shown on the National Wetlands Inventory (U.S. Department of the Interior 1987).
7. All streams, including perennial and intermittent, shall be protected from adverse effects.
8. Partnerships with public agencies, conservation groups, and individuals are encouraged to increase public awareness, understanding, and stewardship of natural resources.



9. New developments and land uses shall include natural resource protection and enhancement measures.
10. New developments and land uses shall be evaluated for potential adverse effects, including cumulative effects on natural resources of the site and vicinity.
11. The Forest Service shall provide the natural resource site evaluation and project analysis for new uses and developments, except for non-Forest Service federal projects and state agency projects.
12. Existing levels of air visibility shall not be degraded. The Scenic Area shall be studied for designation as a Class 1 airshed.
13. Sensitive wildlife species and sensitive plant species shall be protected from adverse effects.

### **SMA Guidelines**

1. Proposed new developments and land uses, as described in a site plan prepared by the applicant, shall be evaluated to ensure that natural resources are protected from adverse effects. (Site plans are described under "Review Uses" in Part II, Chapter 7.)
2. Buffer zones shall be undisturbed unless it has been shown that no practicable alternatives exist, as evidenced by completion of a practicable alternative test. (See "Practicable Alternative Test" in the GMA Wetlands section.) New developments and uses may only be allowed in the buffer zone upon demonstration in the natural resources mitigation plan (see guideline 7) that no adverse effects would result.
3. The applicant's site plan shall include the following information in addition to that required in Part II, Chapter 7, to help evaluate compliance with minimum natural resource protection standards:
  - A. Location of the following sites and areas. The Forest Service will provide this information to the applicant.
    - (1) Sites of sensitive wildlife and sensitive plant species.
    - (2) Location of riparian and wetland areas.
  - B. A description or illustration showing the mitigation measures to control soil erosion and stream sedimentation.

4. Site plans shall be submitted to the Forest Service, Oregon Department of Fish and Wildlife, or Washington Department of Wildlife. The site plan shall be reviewed by the Forest Service in consultation with the appropriate state or federal agency and reviewed and approved by the county if appropriate.
5. Review of the site plan shall consider the following:
  - A. Biology and habitat requirements of the flora or fauna of concern.
  - B. Historic, current, and proposed uses in the vicinity of sensitive species, including cumulative effects.
  - C. Existing condition of the site and the surrounding habitat and the useful life of the site.
  - D. Physical characteristics of the subject parcel and vicinity, including topography, vegetation, and soil and hydrological characteristics.
  - E. Minimum natural resource protection standards, including buffer zones.
  - F. Closure of forest practice roads necessary to protect natural resources.
  - G. Comments from state and federal agencies.
6. Minimum natural resource protection standards include:
  - A. Sites of sensitive wildlife and sensitive plant species.
    - (1) A buffer zone shall be created around sensitive wildlife and sensitive plant species.
      - (a) A 200-foot buffer zone for sensitive plant species.
      - (b) A buffer zone for sites of sensitive wildlife species, such as nesting, roosting and perching sites, as defined by species requirements and determined by a Forest Service biologist in consultation with other state or federal agency biologists.
  - B. Riparian areas, wetlands, ponds, and lakes.
    - (1) Adding any fill or draining of wetlands is prohibited.
    - (2) A minimum 200-foot buffer zone shall be created on the landward side of each wetland, pond or lake; or a wider variance from this requirement shall be determined during the site plan analysis of the wetland or

riparian area and those species inhabiting the area, as determined by the Forest Service biologist in consultation with state and/or federal agencies.

- (3) A 200-foot buffer zone shall be created along each fish-bearing and perennial stream.
- (4) A 50-foot buffer zone shall be created along intermittent streams.
- (5) Revegetation shall use only species native to the Columbia River Gorge, and shall provide and maintain habitat diversity beneficial to the fish, wildlife, and native plants.
- (6) Maintenance, repair, reconstruction and realignment of roads and railroads within their rights-of-way shall be exempted from the wetlands and riparian guidelines upon demonstration of all of the following:
  - (a) The wetland within the right-of-way is a drainage ditch not part of a larger wetland outside of the right-of-way.
  - (b) The wetland is not critical habitat.
  - (c) Proposed activities within the right-of-way would not adversely affect a wetland adjacent to the right-of-way.

C. Fish and wildlife habitat.

- (1) Structures such as bridges, culverts, and utility corridors shall be designed so they do not impede the passage of fish and wildlife.
- (2) New developments and uses shall not interfere with fish passage.
- (3) Filling of shallow-water fishery habitat shall be allowed only after an analysis shows that no other practicable sites exist. Filling shall only be considered for water-dependent uses, and mitigation shall be required.
- (4) New developments and uses shall occur during periods when fish and wildlife are least sensitive to activities. These would include, among others, nesting and brooding periods (from nest building to fledgling of young) and those periods specified in "Oregon Guidelines for Timing of In-Water Work to Protect Fish and Wildlife Resources" (Oregon Department of Fish and Wildlife 1986).
- (5) In areas of big game winter range, adequate thermal cover shall be maintained, as determined by the appropriate state wildlife agency.
- (6) Forest practices shall maintain the following:

- (a) Six live trees per acre, three of which shall be of the largest tree size available and three of which shall be of various sizes to provide replacements as snags and wildlife trees; and three dead trees per acre, of the largest tree size available; and three down trees per acre, of the largest tree size available. All trees shall be unburned.

In areas with mixed oak and conifer stands, at least one of the three dead trees per acre shall be an oak snag of the largest tree size, and one additional live conifer per acre of 16-inch dbh (diameter at breast height) or greater, preferably with limbs down to the ground, shall be maintained.

- (b) Snags and wildlife trees shall be maintained either as clumps or evenly distributed over the forest practice area.
- (c) Down logs shall be relatively solid, and no area greater than 2 acres in size and capable of supporting forested conditions shall be without a minimum of two down logs.

#### D. Biodiversity

- (1) New uses shall avoid disturbance to old growth forests.
- (2) Forest practices shall maintain species composition at existing proportions in the activity area.
- (3) Forest practices in areas with existing oak species shall maintain a minimum of 25-square-foot basal area per acre of oak in areas with predominantly oak trees of 1-foot dbh or more, or maintain a minimum 40 percent oak canopy cover per 40 acres, in which 10 trees per acre must be of the largest tree size, in areas with predominantly oak trees less than 1-foot dbh. No area greater than 10 acres in size and supporting existing oak species shall be devoid of oak trees.
- (4) A mix in age and size of hardwoods shall be maintained to provide for vertical diversity and replacement.
- (5) For revegetation purposes, only plant species native to the Columbia River Gorge shall be encouraged.

#### E. Soil productivity

- (1) New developments and land uses shall control all soil movement within the area shown on the site plan.



- (2) The soil area disturbed by new development or land uses shall not exceed 15 percent of the project area.
- (3) Within 1 year of project completion, 80 percent of the project area with surface disturbance shall be established with effective native ground cover species or other soil-stabilizing methods to prevent soil erosion until the area has 80 percent vegetative cover.
- (4) Forest practices shall maintain the following:
  - (a) Soil organic matter shall be provided at a minimum of 15 tons per acre and 25 tons per acre of dead and down woody material in the eastside and westside vegetation communities, respectively.
  - (b) Potential ground disturbance activities shall be designed to minimize disturbance to the soil organic horizon.

F. Air and water quality

- (1) Streambank and shoreline stability shall be maintained or restored with natural revegetation.
  - (2) All new developments shall be carried out to comply with state water quality requirements.
7. The applicant shall develop a natural resource mitigation plan for all new developments or uses proposed within a buffer zone. The applicant's mitigation plan shall:
- A. Include existing natural and cultural features.
  - B. Include proposed actions within and adjacent to the buffer zone.
  - C. Include mitigation measures as necessary to comply with the minimum natural resource protection standards and protect natural resources from adverse effects.
  - D. Be prepared by a natural resource specialist as defined.
  - E. Demonstrate mitigation measures that would offset the adverse effects of the proposed new use or development and that would ensure protection, long-term viability, and function of the resource being protected by the buffer zone.
8. The natural resource mitigation plan shall be reviewed to ensure that the proposed mitigation is adequate and that it complies with minimum natural

resource protection standards. The plan shall be reviewed by the Forest Service, in consultation with appropriate state or federal agencies, and reviewed and approved by the county, if appropriate.

Table 4

Types of Wildlife Areas and Sites  
Inventoried in the Columbia Gorge

Areas	Sites
Bald eagle habitat	Golden eagle
Deer and elk winter range	Great blue heron
Elk habitat	Larch Mountain salamander
Mountain goat habitat	Northern spotted owl
Peregrine falcon habitat	Osprey
Pika colony area	Peregrine falcon
Pileated woodpecker habitat	Purple martin
Pine marten habitat	Western pond turtle
Shallow water fish habitat (Columbia River)	
Special streams	
Special habitat area	
Spotted owl habitat	
Sturgeon spawning area	
Tributary fish habitat	
Turkey habitat	
Waterfowl area	
Western pond turtle habitat	

**Table 5**

**Oregon Endangered, Threatened, and Sensitive  
Wildlife Species  
in the Columbia Gorge**

Common Name	Scientific Name
<b><u>Endangered:</u></b>	
Peregrine falcon	<i>Falco peregrinus*</i>
<b><u>Threatened:</u></b>	
Bald Eagle	<i>Haliaeetus leucocephalus**</i>
Northern spotted owl	<i>Strix occidentalis**</i>
Wolverine	<i>Gulo gulo</i>
<b><u>Sensitive:</u></b>	
Acorn woodpecker	<i>Melanerpes formicivorus</i>
Bank swallow	<i>Riparia riparia</i>
Barrow's goldeneye	<i>Bucephala islandica</i>
Black-backed woodpecker	<i>Picoides articus</i>
Bufflehead	<i>Bucephala albeola</i>
Bull trout	<i>Salvelinus confluentus+</i>
California mountain kingsnake	<i>Lampropeltis zonata</i>
Cascade frog	<i>Rana cascadae</i>
Chinook salmon	<i>Oncorhynchus tshawytscha</i>
Chum salmon	<i>Oncorhynchus keta</i>
Clouded salamander	<i>Aneides ferreus</i>
Coastal cutthroat trout	<i>Oncorhynchus clarki</i>
Coho salmon	<i>Oncorhynchus kisutch</i>
Common kingsnake	<i>Lampropeltis getulus</i>
Cope's giant salamander	<i>Dicamptodon copei</i>
Dusky canada goose	<i>Branta canadensis occidentalis</i>
Flammulated owl	<i>Otus flammeolus</i>
Fisher	<i>Martes pennanti</i>
Foothill yellow-legged frog	<i>Rana boylei</i>
Fringed myotis	<i>Myotis thysanodes</i>
Grasshopper sparrow	<i>Ammodramus savannarum</i>
Great gray owl	<i>Strix nebulosa</i>
Greater sandhill crane	<i>Grus canadensis tabida</i>
Harlequin duck	<i>Histrionicus histrionicus</i>
Larch mountain salamander	<i>Plethodon larselli+</i>
Lewis' woodpecker	<i>Melanerpes lewis</i>
Marten	<i>Martes americana</i>



Table 5 (con't)

# Oregon Endangered, Threatened, and Sensitive Wildlife Species in the Columbia Gorge

Common Name	Scientific Name
Northern goshawk	<i>Accipiter gentilis</i>
Northern leopard frog	<i>Rana pipiens</i>
Northern pygmy-owl	<i>Glaucidium gnoma</i>
Olympic salamander	<i>Rhyacotriton olympicus</i>
Oregon slender salamander	<i>Batrachoseps wrighti</i>
Painted turtle	<i>Chrysemys picta</i>
Pileated woodpecker	<i>Dryocopus pileatus</i>
Purple martin	<i>Progne subis</i>
Pygmy nuthatch	<i>Sitta pygmaea</i>
Red-legged frog	<i>Rana aurora</i>
Sharptail snake	<i>Contia tenuis</i>
Spotted frog	<i>Rana pretiosa</i>
Tailed frog	<i>Ascaphus truei</i>
Three-toed woodpecker	<i>Picoides tridactylus</i>
Townsend's big-eared bat	<i>Plecotus townsendii</i> +
Tricolored blackbird	<i>Agelaius tricolor</i> +
Western bluebird	<i>Sialia mexicana</i>
Western pond turtle	<i>Clemmys marmorata</i> +
White-headed woodpecker	<i>Picoides albolarvatus</i>
White-tailed jackrabbit	<i>Lepus townsendii</i>
Williamson's sapsucker	<i>Sphyrapicus thyroideus</i>

\* Endangered species under U.S. Endangered Species Act.

\*\* Threatened species under U.S. Endangered Species Act.

+ Candidate species under U.S. Endangered Species Act.

Table 6

Washington Endangered, Threatened, and Sensitive  
Wildlife Species  
in the Columbia Gorge

Common Name	Scientific Name
<b>Endangered:</b>	
Peregrine falcon	<i>Falco peregrinus</i> *
Northern spotted owl	<i>Strix occidentalis</i> **
<b>Threatened:</b>	
Bald eagle	<i>Haliaeetus leucocephalus</i> **
Western pond turtle	<i>Clemmys marmorata</i> +
<b>Candidate Species:</b>	
California mountain kingsnake	<i>Lampropeltis zonata</i>
Common loon	<i>Gavia immer</i>
Golden eagle	<i>Aquila chrysaetos</i>
Larch Mountain salamander	<i>Plethodon larselli</i> +
Lewis' woodpecker	<i>Melanerpes lewis</i>
Northern goshawk	<i>Accipiter gentilis</i>
Pileated woodpecker	<i>Dryocopus pileatus</i>
Purple martin	<i>Progne subis</i>
Vaux's swift	<i>Chaetura vauxi</i>
Western bluebird	<i>Sialia mexicana</i>
Western gray squirrel	<i>Sciurus griseus</i>

\* Endangered species under U.S. Endangered Species Act.

\*\* Threatened species under U.S. Endangered Species Act.

+ Candidate species under U.S. Endangered Species Act.

Table 7

Columbia Gorge and Vicinity  
Endemic Plant Species

Common Name	Scientific Name
Howell's bentgrass	<i>Agrostis howellii</i>
Northern wormwood	<i>Artemisia campestris</i> var. <i>worinskioldii</i>
Hood River milk-vetch	<i>Astragalus hoodianus</i>
Howell's reedgrass	<i>Calamagrostis howellii</i>
Smooth-leaf douglasia	<i>Douglasia laevigata</i> var. <i>laevigata</i>
Howell's daisy	<i>Erigeron howellii</i>
Columbia Gorge daisy	<i>Erigeron oreganus</i>
Long-beard hawkweed	<i>Hieracium longiberbe</i>
Smooth desert parsley	<i>Lomatium laevigatum</i>
Suksdorf's desert parsley	<i>Lomatium suksdorfii</i>
Columbia Gorge broad-leaf lupine	<i>Lupinus latifolius</i> var. <i>thompsonianus</i>
Barrett's penstemon	<i>Penstemon barrettiae</i>
Pacific bluegrass	<i>Poa gracillima</i> var. <i>multnomae</i>
Obscure buttercup	<i>Ranunculus reconditus</i>
Oregon sullivantia	<i>Sullivantia oregana</i>
Columbia kittentails	<i>Synthyris stellata</i>

Table 8  
**Oregon Rare Plant Species  
in the Columbia Gorge**

Common Name

Scientific Name

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**List 1:**

Howell's bentgrass	<i>Agrostis howellii</i> +
Oregon bolandra	<i>Bolandra oregana</i> +
Tall bugbane	<i>Cimicifuga elata</i> +
Howell's daisy	<i>Erigeron howellii</i> *+
Columbia Gorge daisy	<i>Erigeron oreganus</i> +
Branching stickweed	<i>Hackelia diffusa</i> var. <i>diffusa</i> +
Suksdorf's desert parsley	<i>Lomatium suksdorfii</i> *
White meconella	<i>Meconella oregana</i> +
Columbia monkey flower	<i>Mimulus jungermannioides</i> +
Barrett's penstemon	<i>Penstemon barrettiae</i> *+
Obscure buttercup	<i>Ranunculus reconditus</i> *+
Columbia yellow cress	<i>Rorippa columbiae</i> *+
Oregon sullivantia	<i>Sullivantia oregana</i> *+

**List 2:**

Hood River milk-vetch	<i>Astragalus hoodianus</i>
Large-awn sedge	<i>Carex macrochaeta</i>
Columbia lewisia	<i>Lewisia columbiana</i> var. <i>columbiana</i>
Fir clubmoss	<i>Lycopodium selago</i>
Wool-grass	<i>Scirpus cyperinus</i>
Scribner grass	<i>Scribneria bolanderi</i>
Violet suksdorfia	<i>Suksdorfia violacea</i>

**List 3 (Review):**

Cliff paintbrush	<i>Castilleja rupicola</i>
Shining flatsedg	<i>Cyperus bipartitus</i> = <i>C. rivularis</i>
Nuttall's larkspur	<i>Delphinium nuttallii</i>
Smooth douglasia	<i>Douglasia laevigata</i>
Baker's linanthus	<i>Linanthus bakeri</i>
Western ladies' tresses	<i>Spiranthes porrifolia</i>

**List 4 (Watch):**

Douglas' onion	<i>Allium douglasii</i> var. <i>nevii</i>
Cascade rock cress	<i>Arabis furcata</i>
The Dalles milk-vetch	<i>Astragalus sclerocarpus</i>
Columbia milk-vetch	<i>Astragalus succumbens</i>
Virginia grape-fern	<i>Botrychium virginianum</i>
Mountain lady's slipper	<i>Cypripedium montanum</i>



## Table 8 (cont'd)

### Oregon Rare Plant Species in the Columbia Gorge

Common Name	Scientific Name
Branching stickweed	<i>Hackelia diffusa</i> var. <i>cottonii</i>
Gooseberry-leaved alumroot	<i>Heuchera grossulariifolia</i> var. <i>tenuifolia</i>
Long-beard hawkweed	<i>Hieracium longiberbe</i>
Smooth desert parsley	<i>Lomatium laevigatum</i> *
Columbia Gorge broad-leaf lupine	<i>Lupinus latifolius</i> var. <i>thompsonianus</i>
Branching montia	<i>Montia diffusa</i>
Withered bluegrass	<i>Poa marcida</i>
Columbia kittentails	<i>Synthyris stellata</i>

\* Candidate species under U.S. Endangered Species Act

+ Candidate species under Oregon Endangered Species Act

Source: Oregon Natural Heritage Program. *Rare, Threatened and Endangered Plants and Animals of Oregon*. Portland, Oregon: Oregon State Land Board, Oregon Natural Heritage Program, 1991.

## Table 9

### Washington Rare Plant Species in the Columbia Gorge

Common Name	Scientific Name
<b>Endangered:</b>	
Northern wormwood	<i>Artemisia campestris</i> var. <i>wormskioldii</i> *
Columbia yellow cress	<i>Rorippa columbiae</i> *
<b>Threatened:</b>	
Howell's daisy	<i>Erigeron howellii</i> *
Oregon coyote-thistle	<i>Eryngium petiolatum</i>
Marigold navarretia	<i>Navarretia tagetina</i>
Barrett's penstemon	<i>Penstemon barrettiae</i> *
Obscure buttercup	<i>Ranunculus reconditus</i> *
Oregon sullivantia	<i>Sullivantia oregana</i> *
<b>Sensitive:</b>	
Oregon bolandra	<i>Bonlandra oregana</i>
Large-awn sedge	<i>Carex macrochaeta</i>
Tall bugbane	<i>Cimicifuga elata</i>
Few-flowered collinsia	<i>Collinsia sparsiflora</i> var. <i>bruciae</i>
Shining flatsedge	<i>Cyperus rivularis</i>
Douglas' draba	<i>Draba douglasii</i>
Giant helleborine	<i>Epipactis gigantea</i>
Columbia Gorge daisy	<i>Erigeron oreganus</i>
Common blue cup	<i>Githopsis specularioides</i>
Diffuse stickweed	<i>Hackelia diffusa</i> var. <i>diffusa</i>
Gooseberry-leaved alumroot	<i>Heuchera grossulariifolia</i> var. <i>tenuifolia</i>
Slender false pimpernel	<i>Lindernia anagallidea</i>
Smooth desert parsley	<i>Lomatium laevigatum</i> *
Suksdorf's desert parsley	<i>Lomatium suksdorfii</i> *
Fringed water plantain	<i>Machaerocarpus californicus</i>
White meconella	<i>Meconella oregana</i>
Branching montia	<i>Montia diffusa</i>
Pine broomrape	<i>Orobancha pinorum</i>
Scorched penstemon	<i>Penstemon deustus</i> var. <i>variabilis</i>
Fringed pinesap	<i>Pleuricospora fimbriolata</i>
Pacific bluegrass	<i>Poa gracillima</i> var. <i>multnomae</i>
Salmon polemonium	<i>Polemonium carneum</i>
Western ladies' tresses	<i>Spiranthes porrifolia</i>
Pygmy-weed	<i>Tillaea aquatica</i>

Table 9 (cont'd)

Washington Rare Plant Species  
in the Columbia Gorge

Common Name	Scientific Name
<b>Monitor:</b>	
Narrow-leaf onion	<i>Allium amplexans</i>
Klickitat aster	<i>Aster glaucescens</i>
Hood River milk-vetch	<i>Astragalus hoodianus</i>
The Dalles milk-vetch	<i>Astragalus sclerocarpus</i>
Columbia milk-vetch	<i>Astragalus succumbens</i>
Mountain lady's slipper	<i>Cypripedium montanum</i>
Nuttall's larkspur	<i>Delphinium nuttallii</i>
Poet's shooting star	<i>Dodecatheon poeticum</i>
Smooth-leaf douglasia	<i>Douglasia laevigata</i> var. <i>laevigata</i>
Phantom orchid	<i>Eburophyton austiniae</i>
Hall's goldenweed	<i>Haplopappus hallii</i>
Long-beard hawkweed	<i>Hieracium longiberbe</i>
Columbia Gorge broad-leaf lupine	<i>Lupinus latifolius</i> var. <i>thompsonianus</i>
Columbia River willow	<i>Salix fluviatilis</i>
Douglas' selaginella	<i>Selaginella douglasii</i>
Pyramid spiraea	<i>Spiraea pyramidata</i>
Violet suksdorfia	<i>Suksdorfia violacea</i>
Columbia kittentails	<i>Synthyris stellata</i>
Cut-leaf violet	<i>Viola sheltonii</i>

\* Candidate species under U.S. Endangered Species Act

Source: Washington Natural Heritage Program. *Endangered, Threatened and Sensitive Vascular Plants of Washington*. Olympia, Washington: Washington Department of Natural Resources, Washington Natural Heritage Program, 1990.

**Table 10**  
**Natural Areas**

Area	Acres	Vegetation/Terrain
<b><u>Oregon:</u></b>		
Angels Rest**	350	Excellent example of basalt cliffs in west end of Gorge; rare plants
Bridal Veil Creek**	320	High-quality, low-elevation riparian forest community
Celilo Ridge*	35	Basalt cliffs and tables with east-end vegetation; rare plants
Chenoweth Table*	300	Mound/swale topography, grassland with bitterbrush, vernal ponds
Columbia Oaks*	420	Oak savanna, native grasses, old-growth fir/pine; rare plants
Crates Point+	340	Grassland, pine-oak savanna, coniferous forest
Elowah Falls**	160	Habitats ranging from Douglas-fir forests to waterfall spray zones; rare plants
Forest Service Waterfalls**	320	Wetlands and waterfall spray zones with Douglas-fir forest and rare plants
Former Mouth of Sandy River**	500	Islands, shorelines and sand/silt bars containing largest population of <i>Rorippa columbiae</i> , a rare plant
Hood River Mountain*	240	Meadow with showy wildflowers; pine/oak woodland
Horsetail Creek Wetlands**	790	Wetlands and lowland deciduous forest communities
Kaser Ridge Dunes*	310	Largest sand dune in Gorge; rare plants
Memaloose State Park+	200	Riparian habitat; plateau and cliffs with rare plants
McCord Creek Meadows**	800	Full spectrum of wet meadow plant communities
Mosier Ponds**	40	Several seasonal ponds, wetlands
Multnomah Basin**	5,600	Wetlands, extensive old growth communities, meadows, rock garden communities
Rooster Rock**	570	Wetlands and shorelines with rare marsh plant community and riparian forest
Rowena Plateau+	1,700	Grassland, vernal ponds, oak woodland
Ruckel Creek**	650	High gradient watershed with mix of west-end and east-end forest communities
Squally Point+	50	Remnant sand dune with diverse plants, native grasses
Starvation Creek State Park**	12	Some of largest waterfalls in eastern half of Gorge; rare plants
Tanner Creek**	1,000	Old-growth forest; rare plants
Warren Creek**	115	Waterfall spray zones, riparian areas, Douglas-fir/Oregon oak woodland, grassy meadow
Waterfalls State Parks**	80	Waterfall spray zones with associated plant communities; rare plants



**Table 10** (cont'd)**Natural Areas**

Area	Acres	Vegetation/Terrain
<u>Washington:</u>		
Beacon Rock State Park**	35	Douglas-fir/red alder forest with open areas; rare plants
Burdoin Mountain**	60	Old-growth Douglas-fir with scattered ponderosa pine
Cape Horn**	55	Topographic bench, basalt cliffs and slopes; rare plants
Columbia Falls**	765	Basalt cliffs, valleys and ridges with 120-175 foot waterfalls; old growth Douglas-fir, grand fir, and red cedar; rare plants
Columbia Hills*	2,600	Ridge with moist draws, bunch grass prairies, scablands; rare plants
Columbia Tunnels*	15	High-quality oak woodland with native grasses
Dog Mountain**	2,700	East-west transition; fir and hemlock, oak, and ponderosa pine forests, with talus slopes and grasslands
East Fork of Major Creek**	640	Intact, original forest in eastern Gorge; Douglas-fir, ponderosa pine, grand fir, scattered old-growth trees
Hamilton Creek**	1,280	Old-growth patches of Douglas-fir and riparian communities
Horsethief Ponds*	280	Mound/swale topography with ponds; rare plants
Little Wind River**	1,150	Drainage basin, including riparian areas and steep slopes; Douglas-fir and western hemlock forest with old-growth stands and rare plants
Lower Klickitat River Canyon*	145	Oak woodland with native grasses; rare plants
Lower Major & Catherine Creeks**	3,000	Oregon white oak/ponderosa pine forests, with grassland and riparian areas; rare plants
Miller Island**	130	Sand dunes and basalt cliffs; rare plants
Mosley Lakes*	110	Wetlands
Pierce Island**	200	One of the least-disturbed Columbia River islands; cottonwood-Oregon ash and shoreline plant communities; rare plants
Prindle Mountain**	130	Douglas-fir forests, meadows; rare plants
Table Mountain/Greenleaf Basin**	2,300	Bluffs, meadows, wetlands, old-growth forest; rare plants
Underwood Mountain*	120	Douglas-fir forest with rare plants
West Fork of Sasquatch Creek**	430	Remnant old-growth stand of Douglas-fir; rare plants
Wind Mountain**	290	Intact, original Douglas-fir and Oregon white oak forests

\* Natural areas in General Management Area (GMA)

\*\* Natural areas in Special Management Area (SMA)

+ Natural areas that include land in GMA and SMA

Source: Washington Natural Heritage Program and Oregon Natural Heritage Data Base. *Identification of Representative Plant Communities and Botanically Significant Sites in the Columbia River Gorge National Scenic Area*. Washington Department of Natural Resources, Washington Natural Heritage Program; Oregon State Land Board, Oregon Natural Heritage Data Base, The Nature Conservancy, 1989.

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# Recreation Resources

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The Columbia River Gorge has provided a multitude of outdoor recreation opportunities for residents of the Northwest for many decades. Its magnificent panoramas, waterfalls, and rock formations have awed sightseers in large numbers since the construction of the Historic Columbia River Highway during and after World War I. Excellent opportunities for fishing, hiking and other outdoor activities abound. In recent years, the recreation identity of the Gorge has expanded substantially with the meteoric rise of windsurfing activity. Windsurfing enthusiasts consider conditions in the Gorge for this sport to be unparalleled.

## SCENIC AREA ACT PROVISIONS

The importance of recreation to the Gorge is reflected in a number of mandates and provisions of the Scenic Area Act. Included in the first purpose of the Act is a directive to protect and enhance the recreation resources of the Columbia River Gorge [Section 3(1)]. The Gorge Commission is further directed to assess recreation resources and opportunities for enhancement of these resources, as part of the inventory process. Section 6(a)(3) of the Act calls for completion of a "recreation



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*Hiking at Eagle Creek,  
Oregon, in the 1920's*

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assessment," which specifically directs the Gorge Commission to identify areas suitable for public use facilities and, subject to the treaty and other rights of Indian tribes, designate areas to provide increased access to the Columbia River and its tributaries for recreation purposes. In addition to the



recreation assessment, the Commission is directed to "protect and enhance open spaces" [Section 6(d)(3)], which include "potential and existing recreation resources" and "Federal and State wild, scenic and recreation waterways" [Section 2(l)].

Several other important provisions of the Scenic Area Act highlight the unique role of recreation in the Scenic Area. Section 6(d)(3) specifies that the Gorge Commission and Forest Service may allow the conversion of forest or agricultural land to recreation development. Recreation is the only type of new development for which such conversions are allowed. The Act further encourages new recreation development by authorizing the expenditure of \$10 million for construction of recreation facilities. An additional \$2.8 million is authorized for restoring and reconstructing the Historic Columbia River Highway for public recreational use.

## INVENTORIES AND STUDIES

A number of different studies were conducted to inventory recreation resources and opportunities. The *Recreation Overview* (Jones and Jones 1988) provided a comprehensive inventory of recreation facilities and use areas in the Gorge. This information helped identify areas with a relative lack of facilities and opportunities. The *Recreation Demand Study* (Envirosphere 1988) analyzed demand for different outdoor recreation activities, estimated current use levels, and forecasted future demand and growth rates for particular activities. The *Columbia River Gorge Sailboard Economics* study

(University of Oregon 1987) analyzed the economic effects of windsurfing on the local economy. Another study that evaluated recreation use patterns and demands in the Gorge, *Tourism in the Columbia River Gorge* (Morse and Anderson 1988), included interviews with people using the Gorge for recreation. The *Statewide Comprehensive Outdoor Recreation Plans* (SCORP) of both states were also used to evaluate growth rates and use levels of recreation activities, relative facility needs, and user preferences regarding recreation settings. The Gorge Commission compiled a report on recreation demand in the Gorge that integrated and summarized all the studies described above. That report, *Recreation Demand in the Columbia River Gorge National Scenic Area* (Gorge Commission 1989) recommended priorities for the recreation planning program, based on the conclusions of these various studies.

To identify areas suitable for recreation facilities and new river access sites, Scenic Area recreation planners identified a large number of potential recreation sites, trails, and pathways and evaluated their recreation suitability. Two inventories were compiled in this process, an *Inventory and Evaluation of Potential Recreation Sites* and an *Inventory and Evaluation of Potential Trails and Travelways*. The priority sites and areas proposed in this Management Plan for recreational use were chosen from these inventories. The criteria and process used in selecting these sites are described in detail in the Recreation Development Plan (Part III, Chapter 1). These inventories will provide a useful data base when considering additional



recreation opportunities in the future, beyond those priority sites included in the Recreation Development Plan.

## KEY ISSUES

Perhaps more than any other part of the Scenic Area Act, the recreation mandates pose a number of unique and formidable challenges. Many of these challenges relate to the directive that the Gorge Commission and Forest Service increase recreational access to the Columbia River and its tributaries. Because of construction of federal highway and dam projects and the presence of railroads on both shores of the river, a very limited number of potentially usable areas for recreational river access exist. Many of these remnants of the once-extensive Columbia River floodplain include sensitive natural resources. Providing facilities in these few locations is made more difficult and costly by physical barriers to the river, such as the freeway or railroad tracks. In addition, many of the remaining, potentially usable lowlands contain or are expected to contain cultural resources, which are also to be protected under the Act. Given the long history of human settlement in the Gorge, particularly focused along the river, the presence of remains of past cultures is to be expected.

A related issue involves potential conflicts between Native American fishing activities and river-oriented recreation, particularly windsurfing. The explosive growth of windsurfing, particularly in the central Gorge, has resulted in intensive usage of particular stretches of the river and substantial pressures for new access points and

expansion of existing sites. The Act requires that tribal treaty rights not be affected by the provisions of the Act or Management Plan. In this situation, treaty rights protect Native American fishing activities above the Bonneville Dam (in the areas of highest windsurfing usage). Various Native Americans have objected to windsurfing activity close to fishing nets.

The rise of windsurfing presents several other challenges and issues. A number of sites receiving intensive use have not been planned or designed with adequate facilities, resulting in concerns about public safety, sanitation, and other conditions. Also, some sites may be experiencing damage to sensitive resources because of overuse.

This problem is not unique to windsurfing; there are a number of sites in the western Gorge (such as Multnomah Falls) that receive too much use related to sightseeing, hiking, and related activities. Similar problems occur at key fishing access points during peak fishing periods. Because of recent substantial increases in recreational day-use activities, certain portions of the Gorge are experiencing a severe shortage of overnight camping sites and a resulting proliferation of overnight camping in unauthorized areas. Solutions to these problems include dispersing use by providing similar opportunities in less-used portions of the Gorge, providing better information about other existing facilities that are not overused, improving site management, and providing needed camping areas near popular day-use sites.

In addressing these challenges and meeting mandates to increase river-related recreation, the Gorge Commission and Forest Service must also protect the rural character of Gorge landscapes. It is crucial that the provision of new facilities for resource-based recreation does not degrade the very resources and scenic settings that attract recreationists to the Scenic Area. Another important concern is maintaining the quality of life for the many residents of the Scenic Area, while meeting the Act's recreation mandates.

## OVERVIEW OF RECREATION RESOURCES PROVISIONS

In response to these mandates and challenges, the Management Plan provides the following:

- Overall recreation goals, objectives, and policies (this chapter).
- Recreation intensity classes, with specific guidelines and criteria addressing new public and commercial recreation development (this chapter).
- Public and Commercial Recreation land use designations (Part II, Chapter 6).
- A recreation development plan that identifies proposed public recreation projects that will best achieve public recreation goals and objectives of the Management Plan (Part III, Chapter 1).

These various elements reflect the recreation assessment mandates specified in Section 6 of the Act.

The goals, objectives, policies, and guidelines of this chapter provide a framework for guiding the actions of the various public and private recreation providers in the Scenic Area, as well as those agencies whose programs either affect or are affected by recreation uses. Such entities include local, state, and federal planning and park agencies, as well as private and nonprofit groups.

This chapter is divided into the following sections:

### GMA Provisions: Overall Goals, Objectives and Policies

- Protection of Resources
- Scenic Appreciation and Scenic Travel Corridors
- Resource-Based Recreation
- River Access and Protection of Treaty Rights
- Interpretation/Education
- Trails and Pathways
- Transportation
- Coordination

### GMA Provisions: Recreation Intensity Classes

### SMA Provisions: Overall Goal, Policies and Guidelines

### SMA Provisions: Recreation Intensity Classes

## GMA PROVISIONS: OVERALL GOALS, OBJECTIVES, AND POLICIES

### PROTECTION OF RESOURCES

#### GMA Goals

1. Protect and enhance recreation resources consistent with Indian treaty rights.
2. Protect scenic, natural, cultural, and recreation resources when providing new recreation opportunities.

#### GMA Objectives

1. Encourage recreation facility designs that blend the facilities with their natural settings, especially designs that restore and/or enhance natural, cultural, or scenic resource values of a site.
2. Encourage innovative approaches to siting, design, and construction of recreation facilities that minimize their environmental impacts.

#### GMA Policies

1. Recreation resources shall be protected from adverse effects from new development on adjacent lands by establishing buffers between recreation uses and new buildings on adjacent lands. Guidelines implementing this policy are contained in Part II, Chapter 7: General Policies and Guidelines.
2. The goals, objectives, policies, guidelines and all other provisions of this plan shall not affect legally existing uses at recreation sites that existed as of the date the Gorge Commission adopted this plan (October 15, 1991).
3. All proposed recreation uses shall comply with guidelines for protection of scenic, natural, cultural, and recreation resources.
4. Private concessions and other commercial uses at public recreation sites shall be allowed pursuant to adopted policies of the public park agency owning the site. If a different agency manages the site, that agency's policies shall apply, unless superseded by provisions of the owning agency's policies.
5. For commercial recreation sites and public recreation sites not owned or managed by a public park agency with adopted concession policies, the following policies shall apply:



- A. Retail sales at campgrounds shall be limited to camping supplies for overnight guests in dedicated space within the registration or central office building.
- B. Private concessions in permanent structures shall be limited to one structure per park site. Sales shall be limited to those items necessary for enjoyment and use of recreation opportunities at the site, including food and beverages and recreation equipment rental.
- C. Mobile vendors may be permitted, subject to local government approvals. Local government review shall address solid waste disposal, visual impacts of signage, traffic circulation, and safety. Such uses shall be limited to the term of the recreation season, and sales shall be limited to food and beverages and recreation equipment rental.

## SCENIC APPRECIATION AND SCENIC TRAVEL CORRIDORS

### GMA Goals

1. Increase scenic appreciation opportunities throughout the Scenic Area.
2. Designate those portions of the following roads in the Scenic Area as scenic travel corridors and promote uses that improve their functions as recreational and scenic travel routes: Historic Columbia River Highway (all segments); Washington State Routes 14, 141, and 142; Oregon Highway 35; and Interstate 84.



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*A stroll in the rain  
near the Historic  
Columbia River  
Highway*

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### GMA Objectives

1. Provide new viewpoints that highlight the outstanding scenic vistas of the Gorge, the river itself, and special scenic features.
2. Encourage recreation facilities that improve the visual quality of previously disturbed sites.
3. Emphasize recreation facility designs that provide and maintain views of the Columbia River and Gorge walls.
4. Establish new viewpoints of the Columbia River and Gorge landscapes at places offering outstanding views along designated scenic travel corridors.
5. Create or restore openings in vegetation along the Historic Columbia River Highway, Washington State Route 14, and Interstate 84 to provide or improve views of the Columbia River and Gorge walls in a manner consistent with guidelines to protect natural, cultural, scenic, and recreation resources. Specific guidelines for such proposals are contained in guideline 4 of the "Scenic Travel Corridors" section in Part I, Chapter 1: Scenic Resources.
6. Establish walking and bicycling paths along segments of the Historic Columbia River Highway either abandoned or currently closed to regular vehicular traffic. Give high priority to restoring and reconnecting these segments to create a continuous bicycle/pedestrian pathway through the Scenic Area.
7. Provide safe pedestrian and bicycle passage across the three Columbia River bridges in the Scenic Area to connect scenic travel corridors for these user groups.
8. Establish low-elevation bicycle paths or lanes along or near Interstate 84 and Washington State Route 14 through the Scenic Area. Abandoned segments of the Historic Columbia River Highway may fulfill this objective in certain locations. Explore establishing bicycle paths or lanes or otherwise improving bicycle safety for drivable portions of the Historic Columbia River Highway.

### GMA Policies

1. Planning and management efforts for recreational uses within scenic travel corridors, such as viewpoints, pedestrian and bicycle paths shall involve potentially affected landowners, relevant recreation agencies and organizations, fire, law enforcement and emergency service providers, Indian tribal governments, and affected local agencies as an integral component of such efforts.

2. Potential funding sources shall be evaluated as an integral component of all recreation facility planning efforts within scenic travel corridors. Fiscal impacts to local public service providers shall be considered as part of this process.
3. Provision of pedestrian and bicycle paths within scenic travel corridors shall include barrier-free opportunities.

## RESOURCE-BASED RECREATION

### GMA Goal

Provide a diversity of resource-based recreation opportunities that are accessible to all segments of the public and that emphasize the quality of the recreation experience.

### GMA Objectives

1. Increase resource-based recreation opportunities for the physically challenged, less affluent, and other underrepresented segments of the public.
2. Provide additional overnight camping opportunities in natural settings, especially near popular day-use areas.
3. Protect existing popular recreation sites from overuse by providing opportunities and facilities at new locations with similar recreation attributes.
4. Emphasize provision of resource-based recreation opportunities in portions of the Scenic Area relatively lacking in such opportunities, particularly the eastern end and the Washington side.

### GMA Policies

1. The Scenic Area recreation program shall emphasize provision of resource-based, outdoor recreation opportunities. Resource-based recreation includes those recreation uses that are essentially dependent upon the natural, scenic, or cultural resources of the Scenic Area and that do not adversely affect those resources upon which they depend. Such uses include, but are not limited to, trail use, fishing, boating, swimming, windsurfing, wildlife viewing, sightseeing, picnicking, camping, and visiting interpretive facilities. Recreation uses that are not resource-based (such as playgrounds and community parks) and not part of a resource-based recreation use are addressed in Part II, Chapter 6: Recreation Designations.
2. Recreation intensity classes (described in more detail later in this chapter) shall be applied to all lands under the Gorge Commission's jurisdiction. These classes

identify areas potentially suitable for varying intensities of new resource-based recreation uses.

3. Non-resource-based recreation facilities included in proposed resource-based recreation sites shall be allowed if the site is predominantly dedicated to resource-based recreation.
4. The Recreation Development Plan (Part III, Chapter 1) identifies proposed public recreation facilities that are the highest priority for implementation. These proposed facilities focus on providing resource-based recreation opportunities. Public funding for facilities proposed in that plan shall be limited to resource-based uses and necessary support facilities.
5. Recreation demand shall be an important consideration in providing new facilities and opportunities, but shall not supersede consideration of the quality of recreation experience provided or protection of other resources.

## RIVER ACCESS AND PROTECTION OF TREATY RIGHTS

### GMA Goal

Increase recreational access to the Columbia River and its tributaries, subject to the treaty and other rights of Indian tribes. Increase access in a manner that maximizes preservation of the shoreline area and minimizes impacts to sensitive resources.

### GMA Objectives

1. Increase opportunities for river-oriented, day-use recreation (such as boating, fishing, windsurfing, and swimming) along the shoreline of the Columbia River and its tributaries.
2. Encourage recreation facilities that provide for compatible multiple uses at riverfront recreation sites.
3. Encourage recreation facility designs that consolidate access to river-oriented recreation opportunities, and that place non-water-dependent facilities away from the immediate shoreline area as much as possible.

### GMA Policies

1. Emphasis shall be given to river-oriented, day-use recreation along the shoreline of the Columbia River and its tributaries (such as boat launches or swim beaches). Recreation uses that are not water-dependent or water-related (such as overnight camping) shall be sited to preserve opportunities for water-dependent and water-related uses near the shore.

2. In providing additional river access, the establishment of new facilities shall be balanced with stretches of river shore emphasizing low-intensity recreation and minimal facilities. The result should be a generally natural-appearing shoreline punctuated by nodes of concentrated recreation activities and facilities.
3. Potentially affected tribal and local governments shall be consulted at the onset of all planning efforts for public-use recreation facilities in the GMA.
4. For proposed new riverfront recreation facilities above Bonneville Dam, the applicant shall assess the potential effects of the recreation proposal on treaty fishing activities, and shall prepare a management plan that addresses any potential effects that are determined to exist. The requirements of such plans are specified in the recreation intensity class guidelines. Project approval shall be contingent upon demonstration that any effects to treaty fishing activities have been removed through redesign and/or application of mitigation measures. Tribal consultation on such plans shall be required.
5. Temporary closures of river-oriented recreation sites during critical treaty fishing periods shall be considered where existing adverse effects on treaty fishing have been demonstrated.
6. Where proposed or designated in-lieu Indian fishing sites are near potential river recreation sites, cooperative planning and cost-sharing agreements to fund access development shall be explored.
7. The Gorge Commission shall work with local and state law enforcement, public safety, and emergency services agencies to develop coordinated and comprehensive strategies addressing public safety and law enforcement needs associated with existing and increased recreational river access. Such strategies shall consider the personnel and fiscal impacts of increased service demands and shall identify needed funding for such impacts and demands.
8. Recreation providers shall consult with applicable local and state law enforcement, public safety, and emergency service providers when developing proposals for new recreational river access. Law enforcement and safety concerns associated with existing recreation river access shall be considered when developing strategies in response to new river access proposals.

## INTERPRETATION/EDUCATION

### GMA Goal

Increase public understanding and appreciation of the human and natural resources of the Scenic Area, both past and present, through interpretive/educational programs and facilities.



### GMA Objectives

1. Increase awareness and appreciation of the great diversity of natural, cultural, scenic, and recreation resources of the Scenic Area.
2. Increase awareness and appreciation of the interrelationships between human activities and the Gorge environment.
3. Provide a full spectrum of barrier-free (physical, linguistic, cultural, sensory) interpretive opportunities.
4. Encourage the establishment of "gateway" facilities located at major entryways to the Scenic Area. Such facilities should:
  - A. Welcome and orient the visitor and provide tourist information.
  - B. Offer exhibits on the features and resources in the vicinity of the facility.
  - C. Encourage visitors to visit the Gorge Discovery Center near The Dalles and provide programs complementary to that facility.,
  - D. Encourage visitors to visit the Skamania Lodge Conference Center in Stevenson.

### GMA Policies

1. When planning new interpretive programs and/or facilities, relevant recommendations of the *Interpretive Strategy for the Columbia River Gorge National Scenic Area* shall be considered. (This document is available at the Gorge Commission office in White Salmon, Washington, and the Forest Service office in Hood River, Oregon.)
2. Programs and measures to protect sensitive cultural and/or natural resources shall be required as a part of any effort to interpret such resources. Tribal consultation shall be required, and tribal comments shall be considered, for any efforts involving interpretation of Native American prehistory, history, or culture.
3. Information about Scenic Area recreation opportunities shall be disseminated at important recreation/visitor information facilities, including the Gorge Discovery Center, Skamania Lodge Conference Center, information kiosks, and gateway facilities.

## TRAILS AND PATHWAYS

### GMA Goal

Provide a diversity of new trail opportunities in a variety of settings that highlight the special resources of the Gorge, while adequately maintaining and, where appropriate, upgrading existing trails.



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*Trail riders on  
horseback near North  
Bonneville,  
Washington*

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### GMA Objectives

1. The following three objectives are the highest priorities for future designated public-use trails in the GMA:
  - A. Provide trails linking Urban Areas and the Portland/Vancouver metropolitan area to recreation opportunities in the Scenic Area.
  - B. Establish a trail system (or series of trails) along the Columbia River.
  - C. Increase trail opportunities on the Washington side of the Scenic Area and in the eastern portions of the Scenic Area.
2. Other trail objectives are:
  - A. Promote the Columbia River as a scenic waterway trail and support dispersed boat moorages and other low-intensity boating facilities to implement this objective.

- B. Establish a loop trail around the Scenic Area.
- C. Establish trails along the major tributaries of the Columbia River.
- D. Provide trail linkages between Scenic Area trail opportunities and trails in the National Forests and other public lands north and south of the Scenic Area.
- E. Provide safe bikeways for recreational use on appropriate county roads when consistent with county plans and programs.

### **GMA Policies**

1. Trail planning and management efforts shall include affected landowners, relevant agencies, Indian tribal governments, and trail organizations from the beginning of such efforts.
2. The Gorge Commission shall not acquire property or easements for trails without property owner consent. The Gorge Commission shall encourage other public bodies to acquire property or easements for trails through purchase or donation.
3. As an integral component of trail planning, development, and management efforts, strategies shall be developed to address trespass, noxious weeds, and public safety issues (such as fire hazard, emergency rescue, and classification systems for degree of trail difficulty). Such efforts shall include consultation with fire, law enforcement, and emergency service providers.
4. Temporary trail closures during critical fire hazard periods should be considered.
5. Shared use of trails by compatible multiple-user groups should be encouraged as much as possible where appropriate conditions exist, to maximize efficient use of trails and reduce needs for new trail construction.
6. User conflicts on trails shall be minimized through proper siting, design, and maintenance and an aggressive user education program. Multiple-use trails shall be built to standards sufficient to accommodate such different groups. Standards shall address safety concerns and considerations such as signage, trail width, visibility, and percent grade.
7. Use of motorized vehicles on designated public use trails shall be prohibited, except for use by response agencies and their agents in an emergency.
8. Priority shall be given to the completion and improvement of existing trails, incomplete trail loops, and trail segments, considering relationships with trails in Urban Areas, the SMA, and outside the Scenic Area.

9. Use levels on existing trails and projected demand for different trail uses shall be considered when planning additional trails.
10. Trail systems and new trails shall, where feasible, incorporate existing segments of older/historic trails and abandoned road and railroad rights-of-way.
11. The use of utility corridor rights-of-way for trail use shall be explored where such use would not interfere with the corridors' primary functions.
12. Barrier-free access shall be provided for new trails and improvements to existing trails to the maximum extent practicable.
13. Public needs for convenience, access, and security shall be considered when designing and siting trailheads.
14. Where appropriate and practicable, facilities shall be provided at trailheads to promote alternatives to the private automobile for accessing trail opportunities.
15. Potential funding sources shall be evaluated as an integral component of all trail planning efforts. Fiscal impacts to local public service providers shall be considered as part of this process, including adequacy of funding to provide for proper maintenance, emergency response, and law enforcement functions.
16. Trails proposed along the Columbia River and its tributaries shall be designed in a manner that minimizes effects to the shoreline and associated habitat values. Seasonal closures during critical wildlife periods shall be considered, as well as other appropriate mitigative measures.

## TRANSPORTATION

### GMA Goals

1. Provide transportation facilities that meet the needs of the traveling public and implement this plan's recreation goals and objectives while protecting scenic, natural, cultural, and recreation resources.
2. Promote alternative modes of transportation to improve safety and enjoyment of the travelling public and to help alleviate future traffic demand.

### GMA Objectives

1. Encourage the provision of alternate modes of transportation to recreation destinations to reduce resource impacts and facilitate visitation by all segments of the public. Such alternate modes include, but are not limited to, shuttles, railroad, bicycles, and boat access.



2. Encourage tour boat and tour train access to important recreation facilities (such as the Gorge Discovery Center) as mass transportation alternatives that offer both access to such sites and recreational experiences in themselves.
3. Improve linkages between different modes of transportation at major recreation sites in the Scenic Area.
4. Improve access to recreation opportunities in the Scenic Area for the physically-challenged, less affluent and other underrepresented user groups.

### **GMA Policies**

1. Accommodation of facilities for mass transportation (bus turnarounds, etc.) shall be required for all new high-intensity (Recreation Intensity Class 4) day-use recreation sites, except for sites predominantly devoted to boat access. These facilities are also encouraged for all new moderate-intensity (Recreation Intensity Class 3) day-use recreation sites where practicable.
2. All transportation facilities or improvements associated with public recreation shall be designed to minimize impacts to scenic, natural, cultural, and recreation resources to the maximum extent practicable.

## **COORDINATION**

### **GMA Goal**

Develop an outdoor recreation program that coordinates plans and actions of all relevant recreation providers and planning agencies to meet the recreation needs of Scenic Area residents and visitors. Such coordination shall seek to avoid land use conflicts and duplication of services.

### **GMA Objectives**

1. Encourage new recreation facilities that complement other existing or planned recreation facilities in an area and/or provide linkages between such facilities.
2. Encourage coordinated, comprehensive recreation planning on a non-jurisdictional basis for distinct subareas of the Gorge possessing similar characteristics.
3. Encourage comprehensive recreation planning that fosters a unified, regional approach and deemphasizes divisions by state, county, or other jurisdictional boundaries, while recognizing the particular needs of such jurisdictions.

### GMA Policies

1. Coordinated, regional approaches to solving ongoing operational and management problems (such as emergency response, law enforcement, and coordinated fee/permit systems) shall be pursued in planning new recreation uses and for comprehensive plan updates and revisions, to the maximum extent practicable. Such efforts shall include exploring additional revenue sources to defray the costs of law enforcement and public safety services provided by local government service providers.
2. Existing or proposed recreation facilities or areas outside the Scenic Area and inside Urban Areas that may affect recreation use and/or demand in the Scenic Area shall be considered when evaluating recreation proposals.
3. Proposed recreation developments shall be evaluated for consistency with existing county, city, port, or other relevant plans.



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*The visitors' center at  
Bonneville Dam-  
Second Powerhouse*

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### **GMA PROVISIONS: RECREATION INTENSITY CLASSES**

Recreation intensity classes have been applied to all GMA lands on which the Gorge Commission has planning jurisdiction. They are an overlay to the underlying land use designations (see Part II) and reflect potential suitability of GMA lands for varying degrees of resource-based recreation facilities open for public use. Recreation intensity classes do not supersede any provisions of underlying land use designations, nor do they affect recreation uses existing as of the date the Gorge Commission adopted the Management Plan (October 15, 1991).

The recreation intensity class map (back pocket) divides the Scenic Area into four classes, indicating suitable levels of recreation use and facility development, ranging from very low-intensity to high-intensity. Table 11 shows the amount of land contained in each recreation intensity class.

### *GMA Goal*

Identify suitable levels of resource-based, public-use facilities to meet the Management Plan recreation goals and objectives while protecting scenic, natural, and cultural resources.

### *GMA Policies*

1. Proposed resource-based recreation facilities or uses shall be consistent with applicable recreation intensity class guidelines and the "Approval Criteria for Recreation Uses" contained in this chapter. Resource-based recreation includes those recreation uses that are essentially dependent upon the natural, scenic, or cultural resources of the Scenic Area and that do not adversely affect those resources upon which they depend. Such uses include but are not limited to trail use, fishing, boating, swimming, windsurfing, wildlife viewing, sightseeing, picnicking, camping, and visiting interpretive facilities.
2. Recreation uses that are not resource-based in nature are not subject to the guidelines and criteria of the recreation intensity classes. Such recreation uses may be permitted pursuant to provisions of the land use designations, and include community parks and playgrounds, tennis courts, swimming pools, and playing fields for organized team sports. New golf courses shall not be permitted. Existing golf courses may be expanded, subject to conditions.
3. In addition to the guidelines and criteria contained in this section, proposed resource-based recreation uses shall comply with all applicable guidelines to protect natural, cultural, and scenic resources.
4. Land slope, road access, the presence of geologic or other hazards, and the presence of significant or sensitive resources shall be primary considerations in determining the suitability of lands for recreation. Other considerations shall include the presence of site amenities providing recreation opportunities and proximity to complementary recreation facilities.
5. High-intensity recreation uses shall be limited to the most suitable lands for recreational access to the Columbia River and its major tributaries and suitable lands for recreation use near designated Urban Areas or Rural Centers.

6. Recreation shall be limited to very low-intensity uses in inventoried wetlands, special habitat areas, significant natural areas, steeply sloping lands, and geologic hazard areas.
7. Recreation shall be limited to very low-intensity uses in areas of existing orchards, vineyards, row crops or other high-value agricultural uses on lands designated Large-Scale or Small-Scale Agriculture.
8. Recreation shall be limited to low-intensity recreation uses in areas with the most suitable soils for cultivation on lands designated Large-Scale or Small-Scale Agriculture.
9. Notwithstanding Policies 7 and 8 of this section, moderate- or high-intensity recreation uses may be allowed on lands adjacent to the Columbia River or its major tributaries offering significant opportunities for recreational river access.
10. Low- and moderate-intensity recreation uses shall be emphasized on lands designated Commercial Forest Land or Large or Small Woodland most suitable for such uses.
11. Recreation shall be limited to low-intensity uses on lands designated Residential.
12. Proposed changes to the recreation intensity class of an area shall require a plan amendment subject to Gorge Commission approval.
13. Proposed developments in an area classified Recreation Intensity Class 4 (high intensity) that exceed the guidelines for that class shall require county approval, upon satisfaction of guideline 2 in "Variances and Plan Amendments" in the recreation intensity class guidelines.
14. The recreation intensity class guidelines shall be applied to individual recreation facilities. (Individual recreation facilities are defined in "Facility Design Guidelines for All Recreation Projects," below.)
15. The Gorge Commission shall evaluate the results of the recreation intensity classes in 5 years, as part of the Management Plan update and review process. This evaluation shall include an assessment of the cumulative effects of new recreation development on scenic, cultural, natural, and recreation resources of the Scenic Area and in the vicinity of the development. The Commission may at any time reevaluate the recreation intensity classes in the vicinity of a new Recreation Intensity Class 3 or 4 development for possible cumulative effects.



## GMA Guidelines

### Allowable Uses

The following uses are allowable, subject to compliance with the "Approval Criteria for Recreation Uses" and "Facility Design Guidelines For All Recreation Projects" in this section.

#### 1. Recreation Intensity Class 1 (Very Low Intensity)

- A. Parking areas for a maximum of 10 cars for any allowed uses in Recreation Intensity Class 1.
- B. Trails for hiking, equestrian, and mountain biking use.
- C. Pathways for pedestrian and bicycling use.
- D. Trailheads (with provisions for hitching rails and equestrian trailers at trailheads accommodating equestrian use).
- E. Scenic viewpoints and overlooks.
- F. Wildlife/botanical viewing and nature study areas.
- G. River access areas.
- H. Simple interpretive signs and/or displays, not to exceed a total of 50 square feet.
- I. Entry name signs, not to exceed 10 square feet per sign.
- J. Boat docks, piers, or wharfs.
- K. Picnic areas.
- L. Restrooms/comfort facilities.

#### 2. Recreation Intensity Class 2 (Low Intensity)

- A. All uses permitted in Recreation Intensity Class 1.
- B. Parking areas for a maximum of 25 cars, to serve any allowed uses in Recreation Intensity Class 2. Parking spaces for campground units are to be included in this number.

- C. Simple interpretive signs and displays, not to exceed a total of 100 square feet.
  - D. Entry name signs, not to exceed 20 square feet per sign.
  - E. Boat ramps, not to exceed two lanes.
  - F. Campgrounds for 20 units or less, tent sites only.
3. Recreation Intensity Class 3 (Moderate Intensity)
- A. All uses permitted in Recreation Intensity Classes 1 and 2.
  - B. Parking areas for a maximum of 75 cars, to serve any allowed uses in Recreation Intensity Class 3. Parking spaces for campground units are to be included in this number.
  - C. Interpretive signs, displays and/or facilities.
  - D. Visitor information and environmental education signs, displays, or facilities.
  - E. Entry name signs, not to exceed 32 square feet per sign.
  - F. Boat ramps, not to exceed three lanes.
  - G. Concessions stands, pursuant to applicable policies in this chapter.
  - H. Campgrounds for 50 individual units or less, for tents and/or recreational vehicles, with a total density of no more than 10 units per acre (density to be measured based on total size of recreation facility and may include required buffer and setback areas). Class 3 campgrounds may also include one group campsite area, in addition to the allowed individual campground units or parking area maximums.
4. Recreation Intensity Class 4 (High Intensity)
- A. All uses permitted in Recreation Intensity Classes 1, 2, and 3.
  - B. Parking areas for a maximum of 250 cars, to serve any allowed uses in Recreation Intensity Class 4. Parking spaces for campground units are to be included in this number.
  - C. Horseback riding stables and associated facilities.
  - D. Entry name signs, not to exceed 40 square feet per sign.

- E. Boat ramps.
- F. Campgrounds for 175 individual units or less, for tents and/or recreational vehicles, with a total density of no more than 10 units per acre (density to be measured based on total size of recreation facility and may include required buffer and setback areas). Class 4 campgrounds may also include up to three group campsite areas, in addition to allowed individual campsite units or parking area maximums.

### Approval Criteria for Recreation Uses

- 1. For all proposed recreation projects outside of Public or Commercial Recreation designations, project applicants shall demonstrate compliance with the following criteria (if applicable) as a condition of project approval:
  - A. Compliance with all applicable guidelines in this Management Plan for the protection of scenic, cultural, recreation, and natural resources. Cumulative effects of proposed recreation projects on landscape settings shall be based on the "Compatible Recreation Use Guideline" for the landscape setting in which the proposed project is located (see Part I, Chapter 1: Scenic Resources).
  - B. For proposed recreation projects in or adjacent to lands designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land, or Large or Small Woodland, compliance with the following:
    - (1) The use would not seriously interfere with accepted forest or agricultural practices on surrounding lands devoted to forest or farm uses. Provision of onsite buffers may be used to partially or fully comply with this criterion, depending upon project design and/or site conditions.
    - (2) A declaration has been signed by the project applicant or owner and recorded with county deeds and records specifying that the applicant or owner is aware that operators are entitled to carry on accepted forest or farm practices on lands designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land, or Large or Small Woodland.
  - C. For proposed projects including facilities for outdoor fires for cooking or other purposes, or for proposed campgrounds, compliance with the following:
    - (1) The project applicant shall demonstrate that a sufficient quantity of water necessary for fire suppression (as determined pursuant to applicable fire codes or the county fire marshal) is readily available to the proposed facility, either through connection to a community water system or onsite wells, storage tanks, sumps, ponds or similar storage

devices. If connection to a community water system is proposed, the project applicant shall demonstrate that the water system has adequate capacity to meet the facility's emergency fire suppression needs without adversely affecting the remainder of the water system with respect to fire suppression capabilities.

- (2) To provide access for firefighting equipment, access drives shall be constructed to a minimum of 12 feet in width and a maximum grade of 12 percent. Access drives shall be maintained to a level that is passable to firefighting equipment.
- D. For proposed trail or trailhead projects, compliance with applicable trails policies in the Management Plan.
- E. For proposed projects providing boating or windsurfing access to the Columbia River or its tributaries, compliance with applicable "River Access and Protection of Treaty Rights" objectives in this chapter.
- F. For proposed projects on public lands or proposed projects providing access to the Columbia River or its tributaries, compliance with guidelines for protection of tribal treaty rights in Part IV, Chapter 3: Indian Treaty Rights and Consultation.
- G. For proposed projects that include interpretation of natural or cultural resources, demonstration that the interpretive facilities will not adversely affect natural or cultural resources and that appropriate and necessary resource protection measures shall be employed.
- H. For proposed Recreation Intensity Class 4 projects (except for projects predominantly devoted to boat access), demonstration that the project accommodates provision of mass transportation access to the site. The number and size of the mass transportation facilities shall reflect the physical capacity of the site. This requirement may be waived upon a demonstration that providing such facilities would result in overuse of the site, either degrading the quality of the recreation experience or adversely affecting other resources at the site.

### Facility Design Guidelines for All Recreation Projects

1. Recreation facilities that are not resource-based in nature may be included at sites providing resource-based recreation uses consistent with the guidelines and criteria in this chapter, as long as such facilities comprise no more than one-third of the total land area dedicated to recreation uses and/or facilities. Required landscaped buffers may be included in calculations of total land area dedicated to recreation uses and/or facilities.



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*The unique chasm that  
is Oneonta Gorge*

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2. The facility design guidelines are intended to apply to individual recreation facilities. For the purposes of these guidelines, a cluster or grouping of recreational developments or improvements located relatively close to one another is considered an individual recreation facility.

Developments or improvements within the same recreation intensity class are considered as separate facilities if they are separated by at least 1/4 mile of undeveloped land (excluding trails, pathways, or access roads).

3. Parking areas, access roads, and campsites shall be sited and designed to fit into the existing natural contours as much as possible, both to minimize ground-disturbing grading activities and to use topography to screen parking areas and associated structures. Parking areas, access roads, and campsites shall be sited and set back sufficiently from bluffs so they are visually subordinate as seen from key viewing areas.
4. Existing vegetation, particularly mature trees, shall be maintained to the maximum extent practicable, and used to screen parking areas and campsites from key viewing areas and satisfy requirements for perimeter and interior landscaped buffers.
5. Parking areas providing over 50 spaces shall be divided into discrete "islands" separated by unpaved, landscaped buffer areas.
6. Lineal frontage of parking areas and campsite loops on scenic travel corridors shall be minimized.

7. Ingress/egress points shall be consolidated to the maximum extent practicable, providing for adequate emergency access pursuant to applicable fire and safety codes.
8. Signage shall be limited to that necessary to provide relevant recreation or facility information, interpretive information, vehicular and pedestrian direction, and for safety purposes.
9. Exterior lighting shall be shielded, designed, and sited in a manner that prevents such lighting from projecting offsite or being highly visible from key viewing areas.
10. Innovative designs and materials that reduce visual impacts (such as "turf blocks" instead of conventional asphalt paving) shall be encouraged through incentives such as additional allowable parking spaces and reduced required minimum interior or perimeter landscaped buffers. If the county determines that potential visual impacts have been substantially reduced by use of such designs and materials, it may allow either a) reductions of up to 50 percent of required minimum interior or perimeter landscape buffers, or b) up to 10 percent additional parking spaces.
11. A majority of trees, shrubs, and other plants in landscaped areas shall be species native or naturalized to the landscape setting in which they occur. The landscape setting design guidelines in Part I, Chapter 1 specify appropriate species.
12. All structures shall be designed so that height, exterior colors, reflectivity, mass, and siting enable them to blend with and not noticeably contrast with their setting.
13. Landscape buffers around the perimeter of parking areas accommodating more than 10 vehicles shall be provided. Minimum required widths are 5 feet for 20 vehicles or fewer, 20 feet for 50 vehicles or fewer, 30 feet for 100 vehicles or fewer, and 40 feet for 250 vehicles or fewer.
14. Interior landscaped buffers breaking up continuous areas of parking shall be provided for any parking areas with over 50 spaces. The minimum width of interior landscaped buffers separating each subarea of 50 spaces or less shall be 20 feet.
15. Within required perimeter and interior landscaped buffer areas, a minimum of one tree of at least 6 feet in height shall be planted for every 10 lineal feet as averaged for the entire perimeter width. A minimum of 25 percent of planted species in perimeter buffers shall be coniferous to provide screening during the winter. Project applicants are encouraged to place such trees in random groupings approximating natural conditions. In addition to the required trees,

landscaping shall include appropriate shrubs, groundcover, and other plant materials.

16. Minimum required perimeter landscaped buffer widths for parking areas or campgrounds may be reduced by as much as 50 percent, at the discretion of the county, if existing vegetation stands and/or existing topography are used such that the development is not visible from any key viewing area.
17. Grading or soil compaction within the "drip line" of existing mature trees shall be avoided to the maximum extent practicable, to reduce risk of root damage and associated tree mortality.
18. All parking areas and campsites shall be set back from scenic travel corridors and the Columbia River and its major tributaries by at least 100 feet. Required perimeter landscaped buffers may be included when calculating such setbacks. Setbacks from rivers shall be measured from the ordinary high water mark. Setbacks from scenic travel corridors shall be measured from the edge of road pavements.
19. Project applicants shall use measures and equipment necessary for the proper maintenance and survival of all vegetation used to meet landscape standards, and shall be responsible for such maintenance and survival.
20. All parking areas shall be set back from property boundaries by at least 50 feet. All campsites and associated facilities shall be set back from property boundaries by at least 100 feet.
21. All proposed projects that are larger than those allowed in Recreation Intensity Classes 1-3, and are on lands classified Recreation Intensity Class 4 (except for proposals predominantly devoted to boat access) shall comply with guideline 8 in "Approval Criteria for Recreation Uses" in this chapter regarding provision of mass transportation access.

#### **Variances and Plan Amendments**

1. A local government may grant a variance to the setback and buffer requirements contained in this chapter upon a finding that all of the following conditions exist:
  - A. The proposed project is a public-use, resource-based recreation facility providing or supporting either recreational access to the Columbia River and its tributaries, or recreational opportunities associated with a scenic travel corridor.
  - B. All reasonable measures to redesign the proposed project to comply with required setbacks and buffers have been explored, and application of those



- setbacks and buffers would prohibit a viable recreation use of the site as proposed.
- C. Resource impacts have been mitigated to less than adverse levels through design provisions and mitigation measures.
  - D. The variance is the minimum necessary to accommodate the use.
2. A local government may grant a variance of up to 10 percent to the guidelines of Recreation Intensity Class 4 for parking and campground units upon demonstration that all of the following conditions exist:
- A. Demand and use levels for the proposed activity(s), particularly in the area where the site is proposed, are high and expected to remain so and/or increase. Statewide Comprehensive Outdoor Recreation Plan (SCORP) data and data from Scenic Area recreation demand studies shall be relied upon to meet this criterion in the absence of current applicable studies.
  - B. The proposed use is dependent on resources present at the site.
  - C. Reasonable alternative sites offering similar opportunities, including those in nearby Urban Areas, have been evaluated, and it has been demonstrated that the proposed use cannot be adequately accommodated elsewhere.
  - D. The proposed use is consistent with the goals, objectives, and policies in this chapter.
  - E. Through site design and/or mitigation measures, the proposed use can be implemented without adversely affecting scenic, natural, or cultural resources and adjacent land uses.
  - F. Through site design and/or mitigation measures, the proposed use can be implemented without affecting treaty rights.
3. Proposals to change the recreation intensity class of an area shall require a Management Plan amendment, pursuant to policies 1 through 5 in "Amendment of the Management Plan" (Part IV, Chapter 1: Gorge Commission Role).

## SMA PROVISIONS: OVERALL GOAL, POLICIES, AND GUIDELINES

### SMA Goal

Protect and enhance recreation resources.



### SMA Policies

1. Recreation Opportunity Spectrum settings (see glossary) shall be protected and enhanced.
2. All new developments and land uses shall protect recreation resources.
3. Recreation resources shall be protected by limiting development and uses, as designated in the recreation intensity class guidelines.
4. Recreation opportunities shall encourage and facilitate use by all sectors of the public, including ethnic groups, persons with disabilities, the elderly, and the young.
5. Only natural resource-based recreation shall be allowed.
6. Comprehensive recreation resource planning shall be encouraged to foster a unified, regional approach and deemphasize jurisdictional divisions.
7. Proposed changes to the recreation intensity class of an area shall require a Management Plan amendment, subject to Gorge Commission approval and concurrence by the Forest Service.
8. Proposals in an area of Recreation Intensity Class 4 that exceed the guidelines for that class shall require county approval upon satisfaction of the exceptions criteria specified in the recreation intensity class guidelines.
9. When planning new interpretive or education programs and/or facilities, recommendations of the *Interpretive Strategy for the Columbia River Gorge National Scenic Area* shall be followed. (This document is available at the Gorge Commission office in White Salmon and the Forest Service office in Hood River.)

### SMA Guidelines

1. New developments and land uses shall not displace existing recreational use.
2. Recreation resources shall be protected from adverse effects by evaluating new developments and land uses as proposed in the site plan. An analysis of both onsite and offsite cumulative effects shall be required.
3. New pedestrian or equestrian trails shall not have motorized uses, except for emergency services.
4. Mitigation measures shall be provided to preclude adverse effects on the recreation resource.

5. The facility guidelines are intended to apply to individual recreation facilities. For the purposes of these guidelines, a cluster or grouping of recreational developments or improvements located relatively close to one another is considered an individual recreation facility. Developments or improvements within the same recreation intensity class are considered as separate facilities if they are separated by at least 1/4 mile of undeveloped land (excluding trails, pathways, or access roads).
6. New development and reconstruction of scenic routes (see Part III, Chapter 1: Recreation Development Plan) shall include provisions for bicycle lanes.
7. A local government may grant a variance of up to 10 percent to the guidelines of Recreation Intensity Class 4 for parking and campground units upon demonstration that all of the following conditions exist:
  - A. Demand and use levels for the proposed activity(s), particularly in the area where the site is proposed, are high and expected to remain so and/or increase. Statewide Comprehensive Outdoor Recreation Plan (SCORP) data and data from National Scenic Area recreation demand studies shall be relied upon to meet the criterion in the absence of current applicable studies.
  - B. The proposed use is dependent on resources present at the site.
  - C. Reasonable alternative sites offering similar opportunities, including those in Urban Areas, have been evaluated, and it has been demonstrated that the proposed use cannot be adequately accommodated elsewhere.
  - D. The proposed use is consistent with the goals, objectives, and policies in this chapter.
  - E. Through site design and/or mitigation measures, the proposed use can be implemented without adversely affecting scenic, natural, or cultural resources and adjacent land uses.
  - F. Through site design and/or mitigation measures, the proposed use can be implemented without affecting treaty rights.
8. Proposals to change the recreation intensity class of an area shall require a Management Plan amendment pursuant to policies 1 through 5 in "Amendment of the Management Plan" (Part IV, Chapter 1: Gorge Commission Role).
9. The recreation intensity classes are designed to protect recreation resources by limiting land development and land uses.



*Full sail near Cape  
Horn, Washington*

## SMA PROVISIONS: RECREATION INTENSITY CLASSES

### SMA Guidelines

#### 1. Recreation Intensity Class 1 (Very Low Intensity)

The emphasis is to provide opportunities for semi-primitive recreation.

- A. Permitted uses are those in which people participate in outdoor activities to realize experiences such as solitude, tension reduction, and nature appreciation.
- B. The maximum site design capacity shall not exceed 35 people at one time on the site. The maximum design capacity for parking areas shall be 10 vehicles.
- C. The following uses may be permitted:
  - (1) Trails and trailheads.
  - (2) Parking areas.
  - (3) Dispersed campsites accessible only by a trail.
  - (4) Viewpoints and overlooks.
  - (5) Picnic areas.

- (6) Signs.
- (7) Interpretive exhibits and displays.
- (8) Restrooms.

2. Recreation Intensity Class 2 (Low Intensity)

The emphasis is to provide opportunities for semi-primitive recreation.

- A. Permitted uses are those that provide settings where people can participate in activities such as physical fitness, outdoor learning, relaxation, and escape from noise and crowds.
- B. The maximum site design capacity shall not exceed 70 people at one time on the site. The maximum design capacity for parking areas shall be 25 vehicles.
- C. All uses permitted in Recreation Intensity Class 1 are permitted in Recreation Intensity Class 2. The following uses may also be permitted:
  - (1) Campgrounds with vehicle access.
  - (2) Boat anchorages designed for no more than 10 boats at one time.
  - (3) Swimming areas.

3. Recreation Intensity Class 3 (Moderate Intensity)

The emphasis is on facilities with design themes emphasizing the natural qualities of the area. Developments are complementary to the natural landscape, yet can accommodate moderate numbers of people.

- A. Permitted uses are those in which people can participate in activities to realize experiences such as group socialization, nature appreciation, relaxation, cultural learning, and physical activity.
- B. The maximum site design capacity shall not exceed 250 people at one time on the site. The maximum design capacity for parking areas shall be 50 vehicles. The GMA vehicle capacity level of 75 vehicles shall be allowed if enhancement or mitigation measures for scenic, cultural, or natural resources are approved for at least 10 percent of the site.
- C. All uses permitted in Recreation Intensity Classes 1 and 2 are permitted in Recreation Intensity Class 3. The following uses may also be permitted:



- (1) Campgrounds with improvements that may include water, power, sewer, and sewage dump stations.
- (2) Boat anchorages designed for not more than 15 boats.
- (3) Public visitor, interpretive, historic, and environmental education facilities.
- (4) Full-service restrooms that may include showers.
- (5) Boat ramps.
- (6) Riding stables.

4. Recreation Intensity Class 4 (High Intensity)

The emphasis is on providing roaded natural, rural, and suburban recreation opportunities with a high level of social interaction.

- A. Permitted uses are those in which people can participate in activities to realize experiences such as socialization, cultural and natural history appreciation, and physical activity.
- B. The maximum design capacity shall not exceed 1,000 people at one time on the site. The maximum design capacity for parking areas shall be 200 vehicles. The GMA vehicle capacity level of 250 vehicles shall be allowed if enhancement or mitigation measures for scenic, cultural, or natural resources are approved for at least 20 percent of the site.
- C. All uses permitted in Recreation Intensity Classes 1, 2, and 3 are permitted in Recreation Intensity Class 4.

**Table 11**  
**Recreation Intensity Classes-Acreage**

	GMA	SMA
Class 1 (very low-intensity)	67,021 acres	90,534 acres
Class 2 (low intensity)	33,013 acres	18,933 acres
Class 3 (moderate intensity)	10,336 acres	3,720 acres
Class 4 (high intensity)	2,034 acres	1,439 acres
Columbia River and major lakes	33,643 acres	0 acres
Indian trust land (exempt)	2,957 acres	474 acres
Total	149,004 acres	115,100 acres
Urban Areas (exempt)	28,511 acres	
Total Scenic Area	292,615 acres	

## PART II

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# Land Use Designations





# Agricultural Land

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Agriculture in the Columbia River Gorge is varied and is distributed throughout the Scenic Area. It ranges from row crops, hay, and specialty crops in the western Gorge to orchards and vineyards in the central Gorge to wheat and rangeland in the east. It includes intensive practices involving irrigation and extensive operations involving the grazing of grasslands. Agriculture and its associated support industries (packing and processing, farm equipment, etc.) have historically been a vital part of the local economy, particularly in the central and eastern Gorge, and remain so today.

## SCENIC AREA ACT PROVISIONS

The Scenic Area Act directs the Gorge Commission and the Forest Service to "protect and enhance agricultural lands for agricultural uses and to allow, but not require, conversion of agricultural lands to open space, recreation development or forest lands" [Section 6(d)(1)].

The Act defines agricultural lands to be those lands "used or suitable for the production of crops, fruits or other agricultural products, or the sustenance of livestock . . ." [Section 6(b)(2)].

## INVENTORIES AND STUDIES

A number of inventories provided information that was used to analyze the capability and suitability of Scenic Area lands for agriculture. These included:

- Soil surveys and interpretive records, including agriculture capability classifications, for each county, provided by the U.S. Department of Agriculture, Soil Conservation Service.
- A vegetation cover inventory completed for the Scenic Area.
- An existing land use inventory of the Scenic Area.
- County land use records such as land ownership, tax classification, zoning, and comprehensive plans.
- U.S. Geological Survey topographic maps.
- Local conservation district plans and irrigation district boundary maps.

In addition to these inventories and studies, extensive research was

conducted regarding ownership patterns and the common size of agricultural operations in the Scenic Area. A number of farmers, ranchers, and agency specialists contributed to this research. Ownership and capability maps were developed, and extensive statistical analysis was completed.

## KEY ISSUES

Agricultural lands are often the most easily developed lands for nonresource uses, such as residential and commercial. In the United States in recent decades, farmland has been converted to nonfarm uses at a rate of 3 million acres per year.

In the Scenic Area, pressure to convert resource land is especially evident in the western and central parts of the Gorge. In the western Gorge, urban and suburban growth in the Portland/Vancouver metropolitan area is putting pressure on eastern Multnomah County in the Corbett area and on eastern Clark County and western Skamania County. In the central Gorge, growth associated with sailboarding and recreation homesites is impacting agricultural lands in the Underwood, Hood River, Lyle, and Mosier areas.

Agricultural lands need to be protected for agricultural practices. Farm practices such as spraying herbicides and pesticides, noise from farm machinery, and odors can be unpleasant to nearby residents and others. Conversely, nonfarm residences and other uses can introduce plants that are hosts to pests and virus into agricultural areas, and

can introduce dogs and other pets that may harass farm animals.

The division of agricultural lands into parcels too small to be used in commercial operations promotes the fragmentation of otherwise viable farms. In turn, these parcels provide opportunities for nonfarm dwellings and other uses to locate among agricultural lands. Besides the conflicts these uses may present to nearby farms, the parcels are often no longer used or made available for commercial farm use.

## OVERVIEW OF AGRICULTURAL LAND PROVISIONS

The GMA policies provide for two Agriculture designations: Large-Scale and Small-Scale. These policies assure the protection of commercial agricultural lands, while recognizing existing areas where small-scale, part-time farms exist. Small-scale lands are those blocks of land that are suitable for part-time agriculture or an agricultural use too small to support workers or provide significant products for market or processors. These lands are not able to be consolidated with large-scale agricultural operations. There is one Agriculture designation in the SMA.

The GMA policies also establish minimum parcel sizes that protect agricultural land from conversion to nonresource uses and are large enough to ensure efficient agricultural management. Land divisions in the SMA are not permitted by the Scenic Area Act.

Both the GMA and SMA provisions establish use policies and guidelines that protect agricultural land from conflicting uses and conversion. These provisions establish uses that may be allowed and the guidelines to be used to determine consistency with plan policies. GMA guidelines also establish buffers to be used to protect lands designated Agriculture from conflicting uses on adjacent lands.

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*Cherry blossom time in  
Wasco County, Oregon*

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## GMA PROVISIONS

### GMA Goal

Protect and enhance agricultural land for agricultural uses. Agricultural lands are those lands that are used for or suitable for agricultural use.

### GMA Objectives

1. Enhance agriculture in areas designated Large-Scale Agriculture by encouraging the consolidation of small, inefficient parcels into larger, more efficient ownerships.
2. Support programs that provide tax incentives for continued agricultural use and enhance the competitive capabilities of farms and ranches, thereby encouraging the long-term enhancement, preservation, and expansion of agricultural lands. Support programs that encourage agricultural practices that preserve other natural resources.

## GMA Policies

### Designation Policies

1. Those lands that are currently being used to produce crops, fruits, or other agricultural products or for the sustenance of livestock shall be designated as Large-Scale or Small-Scale Agriculture.
2. Those lands that are classified as predominantly Class I through Class IV soils or are designated unique farmland by the U.S. Department of Agriculture Soil Conservation Service or local conservation district shall be designated as Large-Scale or Small-Scale Agriculture.
3. Those lands that are suitable for producing forage for livestock, including seasonal rangeland and areas used for calving, shall be designated as Large-Scale or Small-Scale Agriculture.
4. Those lands that are interspersed among lands suitable or used for agriculture shall be designated as Large-Scale or Small-Scale Agriculture in order to protect agricultural lands from conflicting uses.
5. Those lands that are suitable for both agriculture and forestry shall be designated as Large-Scale or Small-Scale Agriculture if the surrounding area is generally devoted to agriculture.
6. Blocks of land that have been committed by development to other uses shall not be deemed used for or suitable for agriculture.
7. The diversity of agricultural operations in the Scenic Area shall be recognized by distinguishing between Large-Scale and Small-Scale Agriculture.
  - A. Blocks of agricultural land shall be designated as Large-Scale Agriculture if they:
    - (1) Are currently devoted to agriculture of a scale that is land intensive, employs workers, or provides significant products for markets or processors, or
    - (2) Have a combination of soil capability, size, and freedom from conflicting use that renders them suitable for large-scale agriculture or farm forestry.
  - B. Blocks of agricultural land shall be designated as Small-Scale Agriculture if they:



- (1) Have little potential for consolidation with large-scale agricultural lands and are currently devoted to agriculture of a scale too small to support workers or provide a significant volume of products for markets or processors, and
  - (2) Have a combination of soil capability and size that provides an opportunity for direct marketing or part-time/second-income agriculture.
- C. Small blocks of land that may by themselves be deemed Small-Scale Agriculture shall be designated as Large-Scale Agriculture if residential development of them would conflict with the resource use of adjacent lands designated Large-Scale Agriculture or Commercial Forest Land. Small blocks that are adjacent to Urban Areas, Residential, or Small Woodland land use designations or that are physically buffered by natural or manmade barriers from adjacent Large-Scale Agriculture and Commercial Forest Land designations may be considered for a Small-Scale Agriculture designation.

### **Land Use Policies**

1. Conversion of agricultural land to forest land or open space shall be allowed.
2. Conversion of land from agriculture use to recreation shall be allowed when consistent with the guidelines established for the recreation intensity classes (Part I, Chapter 4: Recreation Resources) and the Recreation Development Plan (Part III, Chapter 1).
3. Agricultural land shall be protected from conflicts by limiting the number, size, proximity, and scale of conflicting uses on nearby lands.
4. Agricultural land shall be protected from conversion to residential land by establishing minimum lot sizes for the creation of new parcels that are adequate to maintain existing agricultural operations, and by specifying the uses that may occur and the conditions of approval.
5. Minimum lot sizes shall be established that are adequate to maintain agricultural operations and that:
  - A. Recognize the diversity of type and scale of farms and ranches in the Scenic Area.
  - B. Are large enough to ensure efficient agricultural management and to discourage speculative real estate investment.
  - C. Take into account the common field size for crops or livestock, adjacent uses, parcel sizes in the area, common size or economic unit for farms and ranches

in the area, the existing landscape setting, wildlife habitat, scenic sensitivity, and other factors.

6. The following minimum parcel sizes shall be established for the creation of new parcels:

- A. Large-Scale Agriculture

- (1) A 40-acre minimum shall be applied to those areas designated Large-Scale Agriculture that are predominantly used for intensive farm operations, including the production of row crops, berries, vineyards, irrigated orchard land, and nursery stock. Farm/forestry operations are common in these areas.
    - (2) A 60-acre minimum shall be applied to those areas designated Large-Scale Agriculture that are predominantly used for nonirrigated orchard land. Dryland orchards require greater acreage to obtain production similar to irrigated orchards.
    - (3) An 80-acre minimum shall be applied to those areas designated Large-Scale Agriculture that are predominantly used for haying and pasturing. Production of crops may also occur in the area. Farm/forestry operations are common in these areas.
    - (4) A 160-acre minimum shall be applied to those areas designated Large-Scale Agriculture that are predominantly used for extensive operations, primarily livestock grazing. Livestock and wheat ranches are common in these areas.
    - (5) Where a larger minimum parcel size is required by the Management Plan to protect a resource other than agricultural land, the larger minimum size shall apply.

- B. Small-Scale Agriculture

- (1) A minimum parcel size for lands designated Small-Scale Agriculture shall be established using the criteria prescribed in land use policy 5, above. Except as provided for in policy 7, below, the minimum parcel size shall not be less than 20 acres.
7. Local governments may allow creation of parcels smaller than the designated minimum parcel size in the Small-Scale Agriculture designation, and award a density bonus, in order to cluster new residences to protect scenic, cultural, natural, or recreation resources.

8. Agricultural use shall be allowed in areas designated Large-Scale or Small-Scale Agriculture.
9. Agricultural buildings shall be allowed in areas designated Large-Scale or Small-Scale Agriculture if they are shown to be accessory to agricultural use.
10. Single-family dwellings shall be allowed in areas designated Large-Scale Agriculture when:
  - A. A farm dwelling is shown to be in conjunction with and substantially contributes to the effective and efficient current agricultural use of a farm or ranch, or
  - B. A nonfarm dwelling is shown not to convert land from agricultural use and not to interfere or conflict with agriculture on nearby lands.
11. All legally created, undeveloped parcels in a Small-Scale Agriculture designation are entitled to a single-family dwelling. Qualified agricultural labor housing may also be allowed.
12. Specified nonagricultural uses, such as buildings accessory to an existing residence, may be allowed, subject to review to minimize the loss of agricultural land and to prevent interference with agricultural uses. Nonagricultural uses that would interfere with agricultural operations shall not be allowed.
13. Agriculture shall be enhanced by allowing processing and packing of agricultural products and uses that offer direct marketing opportunities, subject to review to minimize the loss of agricultural land and to limit the size and scale of use.

### **GMA Guidelines**

#### **Uses Allowed Outright**

1. The following uses may be allowed on land designated Large-Scale or Small-Scale Agriculture without review:
  - A. Agricultural use, except new cultivation.
  - B. Forest practices that do not violate conditions of approval for other approved uses.
  - C. Repair, maintenance, and operation of existing structures, trails, roads, railroads and utility facilities.
  - D. Buildings less than 60 square feet in floor area and not exceeding 18 feet in height measured at the roof peak, which are accessory to a dwelling.

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*Orchards east of  
Mosier, Oregon*

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### Review Uses

1. The following uses may be allowed on lands designated Large-Scale or Small-Scale Agriculture subject to compliance with guidelines for the protection of scenic, cultural, natural, and recreation resources:
  - A. New cultivation, subject to compliance with guidelines for the protection of cultural resources (Part I, Chapter 2: Cultural Resources) and natural resources (Part I, Chapter 3: Natural Resources).
  - B. Agricultural buildings in conjunction with agricultural use.
  - C. Buildings greater than 60 square feet in area and/or 18 feet in height as measured at the roof peak, which are accessory to a dwelling.
  - D. The temporary use of a mobile home in the case of a family hardship, subject to the guidelines for hardship dwellings in "Temporary Use - Hardship Dwelling" (Part II, Chapter 7: General Policies and Guidelines).
  - E. On lands designated Large-Scale Agriculture, a single-family dwelling in conjunction with agricultural use, upon a demonstration that all of the following conditions exist:
    - (1) The subject farm or ranch (including all of its constituent parcels, contiguous or otherwise) has no other dwellings that are vacant or currently occupied by persons not directly engaged in farming or working on the subject farm or ranch and that could be used as the principal agricultural dwelling.



- (2) The farm or ranch upon which the dwelling will be located is currently devoted to agricultural use, as defined under "Designation Policies," where the day-to-day activities of one or more residents of the agricultural dwelling will be principally directed to the agricultural use of the land. The farm or ranch must currently satisfy guideline (3)(d), below.
- (3) The farm or ranch is a commercial agricultural enterprise as determined by an evaluation of the following factors:
  - (a) Size of the entire farm or ranch, including all land in the same ownership.
  - (b) Type(s) of agricultural uses (crops, livestock) and acreage.
  - (c) Operational requirements for the particular agricultural use that are common to other agricultural operations in the area.
  - (d) Income capability. The farm or ranch, and all its constituent parcels, must be capable of producing at least \$40,000 in gross annual income. This determination can be made using the following formula:

$$(A)(B)(C) = I$$

where:

- A = Average yield of the commodity per acre or unit of production  
B = Average price of the commodity  
C = Total acres suitable for production, or total units of production that can be sustained, on the subject farm or ranch  
I = Income capability

- F. On lands designated Large-Scale Agriculture, a second single-family dwelling in conjunction with agricultural use when the dwelling would replace an existing dwelling that is included in, or eligible for inclusion in, the National Register of Historic Places, in accordance with the criteria listed in GMA policy 10A in Part I, Chapter 2: Cultural Resources.
- G. On lands designated Small-Scale Agriculture, a single-family dwelling on any legally existing parcel.
- H. On lands designated Large-Scale Agriculture, a single-family dwelling for an agricultural operator's relative provided that all of the following conditions exist:

- (1) The dwelling would be occupied by a relative of the agricultural operator or of the agricultural operator's spouse who will be actively engaged in the management of the farm or ranch. Relative means grandparent, grandchild, parent, child, brother or sister.
  - (2) The dwelling would be located on the same parcel as the dwelling of the principal operator.
  - (3) The operation is a commercial enterprise, as determined by an evaluation of the factors described in guideline 1E (3) under "Review Uses" in this section.
- I. Construction, reconstruction, or modifications of roads not in conjunction with agriculture.
  - J. Uses to conserve soil, air, and water quality and to provide for wildlife and fisheries resources.
  - K. Structures associated with hunting and fishing operations.
  - L. Towers and fire stations for forest fire protection.
  - M. Agricultural labor housing, under the following conditions:
    - (1) The proposed housing is necessary and accessory to a current agricultural use.
    - (2) The housing shall be seasonal, unless it is shown that an additional full-time dwelling is necessary to the current agricultural use of the subject farm or ranch unit. Seasonal use shall not exceed 9 months.
    - (3) The housing shall be located to minimize the conversion of lands capable of production of farm crops or livestock, and shall not force a significant change in or significantly increase the cost of accepted agricultural practices employed on nearby lands devoted to agricultural use.
  - N. On lands designated Large-Scale Agriculture, on a parcel that was legally created and existed prior to November 17, 1986, a single-family dwelling not in conjunction with agricultural use upon a demonstration that all of the following conditions exist:
    - (1) The dwelling will not force a change in or increase the cost of accepted agricultural practices on surrounding lands.

- (2) The subject parcel is predominantly unsuitable for the production of farm crops and livestock, considering soils, terrain, location, and size of the parcel. Size alone shall not be used to determine whether a parcel is unsuitable for agricultural use. An analysis of suitability shall include the capability of the subject parcel to be used in conjunction with other agricultural operations in the area.
  - (3) The dwelling shall be set back from any abutting parcel designated Large-Scale or Small-Scale Agriculture, as required in "Agricultural Buffer Zones," below, or designated Commercial Forest Land or Large or Small Woodland, as required in "Siting of Dwellings on Forest Land" (Part II, Chapter 2: Forest Land).
  - (4) A declaration has been signed by the landowner and recorded into county deeds and records specifying that the owners, successors, heirs, and assigns of the subject property are aware that adjacent and nearby operators are entitled to carry on accepted agriculture or forest practices on lands designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land, Large or Small Woodland.
  - (5) All owners of land in areas designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land, or Large or Small Woodland that is within 500 feet of the perimeter of the subject parcel on which the dwelling is proposed to be located have been notified and given at least 10 days to comment prior to a decision.
- O. On parcels in Small-Scale Agriculture, a land division creating parcels smaller than the designated minimum parcel size, subject to the guidelines for cluster development in "Land Divisions and Cluster Development" (Part II, Chapter 7: General Policies and Guidelines). If the designated minimum parcel size is 20 acres, this provision will apply to parcels 40 acres in size or larger. Similarly, if the designated minimum parcel size is 40, 80, or 160 acres, this provision will apply to parcels 80 acres or larger, 160 acres or larger, or 320 acres or larger, respectively.
  - P. Life estates, subject to the guidelines for life estates in "Approval Criteria for Life Estates," below.
  - Q. Land divisions, subject to the guidelines for minimum parcel sizes in land use policy 6, above.
- 2. The following uses may be allowed on lands designated Large-Scale or Small-Scale Agriculture, subject to compliance with the guidelines for the protection of scenic, cultural, natural, and recreation resources and the "Approval Criteria for Specified Review Uses," below.

- A. Utility facilities and railroads necessary for public service upon a showing that (1) there is no practicable alternative location with less adverse effect on agricultural or forest lands, and (2) the size is the minimum necessary to provide the service.
- B. Home occupations or cottage industries in existing residential or accessory structures, subject to the guidelines in "Home Occupations and Cottage Industries" (Part II, Chapter 7: General Policies and Guidelines).
- C. Fruit and produce stands, upon a showing that sales will be limited to agricultural products raised on the subject farm and other farms in the local region.
- D. Wineries, in conjunction with onsite viticulture, upon a showing that processing and sales of wine is from grapes grown on the subject farm or in the local region.
- E. Agricultural product processing and packaging, upon a showing that the processing will be limited to products grown primarily on the subject farm and sized to the subject operation.
- F. Exploration, development, and production of mineral and geothermal resources, subject to the guidelines in Part I, Chapter 1: Scenic Resources.
- G. Personal-use airstrips, including associated accessory structures such as a hangar. A personal-use airstrip is an airstrip restricted (except for aircraft emergencies) to use by the owner; invited guests on an infrequent and occasional basis; and commercial aviation activities in connection with agricultural operations. No aircraft may be based on a personal-use airstrip other than those owned or controlled by the owner of the airstrip.
- H. Aquaculture.
- I. Recreation development, subject to the recreation intensity class provisions (Part I, Chapter 4: Recreation Resources) and Recreation Development Plan (Part III, Chapter 1).
- J. Boarding of horses.
- K. Temporary portable asphalt/batch plants related to public road projects, not to exceed 6 months.
- L. Bed and breakfast inns in single-family dwellings, subject to the guidelines in "Bed and Breakfast Inns" (Part II, Chapter 7: General Policies and Guidelines) and provided that the residence:



- (1) Is included in the National Register of Historic Places, or
- (2) In Washington, is listed on the Washington State Register of Historic Places maintained by the Washington Office of Archaeology and Historic Preservation, or
- (3) In Oregon, is identified and protected under local landmark status as approved pursuant to Oregon state land use regulations protecting historic structures.

M. Nonprofit, environmental learning or research facilities.

N. Expansion of existing school or place of worship.

### Agricultural Buffer Zones

1. All new buildings shall comply with the following guidelines when proposed to be located on a parcel adjacent to lands that are designated Large-Scale or Small-Scale Agriculture and are currently used for or are suitable for agricultural use:

#### SETBACK GUIDELINES

<u>Type of Agriculture</u>	<u>Type of Buffer (Size in Feet)</u>		
	<i>Open or Fenced</i>	<i>Natural or Created Vegetation Barrier</i>	<i>8-foot Berm or Terrain Barrier</i>
<i>Orchards</i>	250	100	75
<i>Row crops/ vegetables</i>	300	100	75
<i>Livestock grazing, pasture, haying</i>	100	15	20
<i>Grains</i>	200	75	50
<i>Berries, vineyards</i>	150	50	30
<i>Other</i>	100	50	30

2. Earth berms may be used to satisfy, in part, the setback guidelines. The berm shall be a minimum of 8 feet in height, and contoured at 3:1 slopes to look natural. Shrubs, trees, and/or grasses shall be employed on the berm to control erosion and achieve a finished height of 15 feet.
3. The planting of a continuous vegetative screen may be used to satisfy, in part, the setback guidelines. Trees shall be at least 6 feet high when planted and reach an ultimate height of at least 15 feet. The vegetation screen shall be planted along the appropriate parcel line(s), and shall be continuous.
4. The necessary berming and/or planting shall be completed during the first phase of development and maintained in good condition.
5. If several crops or crop rotation is involved in the adjacent operation, the greater setback shall apply.
6. A local government may grant a variance to the buffer guidelines upon a demonstration that the variance guidelines in "Variances from Setbacks and Buffers" (Part II, Chapter 7: General Policies and Guidelines) have been satisfied.

### **Approval Criteria for Life Estates**

1. A landowner who sells or otherwise transfers real property on lands designated Large-Scale or Small-Scale Agriculture may retain a life estate in a dwelling and a tract of land surrounding the dwelling. The life estate tract shall not be considered a parcel as defined in the Management Plan. A second dwelling in conjunction with agricultural use may be allowed, subject to compliance with guidelines for the protection of scenic, cultural, natural, and recreation resources and upon findings that:
  - A. The proposed dwelling is in conjunction with agricultural use, using guideline 1E of "Review Uses" in this chapter.
  - B. Upon termination of the life estate, the original or second dwelling shall be removed.

### **Approval Criteria For Specified Review Uses**

1. The uses identified under guideline 2 under "Review Uses," above, may be allowed only if they meet both of the following criteria:
  - A. The use is compatible with agricultural uses and would not force a change in or significantly increase the cost of accepted agricultural practices on nearby lands devoted to agricultural use.

- B. The use will be sited to minimize the loss of land suitable for the production of crops or livestock.

## SMA PROVISIONS

### SMA Goal

Protect and enhance lands that are used or suitable for agricultural uses.

### SMA Policies

1. Only lands determined to be used or suitable for agricultural purposes may be designated Agriculture.
2. Lands that are classified as predominantly Class I through Class IV soils, or are designated unique farmlands by the U.S. Department of Agriculture Soil Conservation Service or local conservation district, or are suitable for producing forage for livestock, are considered suitable for designation as Agriculture.
3. Other lands that are interspersed among lands used or suitable for agricultural purposes may be designated Agriculture in order to protect agricultural lands from conflicting uses.
4. Use of agricultural land for forest, open space, or public recreation is allowed and shall comply with the appropriate land use designation policies and guidelines. Use of agricultural land for commercial recreation is allowed and shall comply with the provisions of Part I, Chapter 4: Recreation Resources.
5. Conversion of lands designated Agriculture to Non-Federal or Federal Forest Land or to Open Space is allowed.
6. Agricultural lands shall be protected by minimizing adjacent land use conflicts.
7. Existing and new programs that promote farm practices that conserve and enhance natural resources shall be encouraged and facilitated.
8. The use of agricultural lands for public recreation or commercial recreation shall be allowed when consistent with the provisions of Part I, Chapter 4: Recreation Resources.
9. New dwellings shall not be permitted on parcels of land of less than 40 contiguous acres.

10. Structures, new dwellings, and agricultural buildings shall maintain the visual character of the landscape setting.
11. New dwellings and agricultural buildings shall only be allowed in areas designated Agriculture if they are shown to be necessary for and accessory to agricultural use.
12. Scenic, cultural, natural, and recreation resource guidelines shall be applied to new land uses and developments.
13. All National Forest lands shall be subject to the laws and regulations pertaining to National Forest lands, including the National Environmental Policy Act (NEPA), and the Mt. Hood National Forest Land and Resource Management Plan, and the Gifford Pinchot National Forest Land and Resource Management Plan.

### *SMA Guidelines*

#### Uses Allowed Outright

1. The following uses shall be allowed without review:
  - A. New agricultural use and open space use (as allowed for in Part II, Chapter 3: Open Space), except where there would be potential impact to cultural or natural resources.
  - B. Maintenance, repair, and operation of existing dwellings, structures, agricultural buildings, trails, roads, railroads, and utility facilities.
  - C. Accessory structures less than 60 square feet in area and less than 18 feet in height measured at the roof peak.



*Cattle grazing on Burdoin Mountain*

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Review Uses

1. The following uses may be allowed subject to review for compliance with the scenic, cultural, natural, and recreation resource guidelines. The use or development shall be sited to minimize the loss of land suitable for the production of agricultural crops or livestock.
  - A. Forest uses and practices, as allowed for in Part II, Chapter 2: Forest Land.
  - B. A single-family dwelling necessary for and accessory to agricultural use upon a demonstration that all of the following conditions exist:
    - (1) The proposed dwelling would be the only dwelling on the subject farm or ranch, including contiguous lots/parcels.
    - (2) The farm or ranch upon which the dwelling will be located is currently devoted to agricultural use, where the day-to-day activities of one or more residents of the dwelling will be principally directed to the agricultural use of the land. The farm or ranch must currently satisfy guideline (3)(d), below.
    - (3) The farm or ranch is a commercial agricultural enterprise as determined by an evaluation of the following criteria:
      - (a) Size of the entire farm or ranch, including all land in the same ownership.
      - (b) Type(s) of agricultural uses (crops, livestock, orchard, etc.) and acreage.
      - (c) Operational requirements for the particular agricultural use that are common to other agricultural operations in the area.
      - (d) Income capability. The farm or ranch, and all its contiguous parcels, must be capable of producing at least \$40,000 in gross annual income. This determination can be made using the following formula, with periodic adjustments for inflation:

$$(A)(B)(C) = I$$

where:

A = Average yield of the commodity per acre or unit of production

B = Average price of the commodity

C = Total acres suitable for production, or total units of production that can be sustained, on the subject farm or ranch

I = Income capability

- (4) Minimum parcel size of 40 contiguous acres.
- C. Accessory structures greater than 60 square feet in area.
- D. Farm labor housing and agricultural buildings, under the following conditions:
  - (1) The proposed housing or building is necessary and accessory to a current agricultural use, and the operation is a commercial agricultural enterprise as determined by an evaluation of the criteria listed in guideline 1B (3) under "Review Uses," above.
  - (2) The housing or building shall be seasonal, unless it is shown that an additional full-time dwelling is necessary for the current agricultural use. Seasonal use shall not exceed 9 months.
  - (3) The housing or building shall be located to minimize the conversion of lands capable of production of farm crops and livestock, and shall not force a significant change in or significantly increase the cost of accepted agricultural uses employed on nearby lands devoted to agricultural use.
- E. Home occupations and cottage industries, subject to the guidelines in "Home Occupations and Cottage Industries" (Part II, Chapter 7: General Policies and Guidelines). The use or development shall be compatible with agricultural use. Buffer zones should be considered to protect agricultural practices from conflicting uses.
- F. Bed and breakfast inns, subject to the guidelines in "Bed and Breakfast Inns" (Part II, Chapter 7: General Policies and Guidelines). The use or development shall be compatible with agricultural use. Buffer zones should be considered to protect agricultural practices from conflicting uses.
- G. Fruit stands and produce stands, upon a showing that sales will be limited to agricultural products raised on the property and other agriculture properties in the local region.
- H. Aquaculture.
- I. Exploration, development, and production of sand, gravel, and crushed rock for the construction, maintenance, or reconstruction of roads used to manage or harvest commercial forest products on lands within the SMA.
- J. Utility facilities necessary for public service, upon a showing that:
  - (1) There is no alternative location with less adverse effect on Agriculture lands.

- (2) The size is the minimum necessary to provide the service.
- K. Temporary asphalt/batch plant operations related to public road projects, not to exceed 6 months.
  - L. Signs, as specified in Part II, Chapter 7: General Policies and Guidelines.
  - M. Community facilities and nonprofit facilities related to agricultural resource management.
  - N. Expansion of existing nonprofit group camps, retreats, and conference or education centers for the successful operation on the dedicated site. Expansion beyond the dedicated site is prohibited.
  - O. Recreation, interpretive, and educational developments and uses, consistent with the guidelines in Part I, Chapter 4: Recreation Resources.
  - P. Road and railroad construction and reconstruction.
  - Q. Agricultural product processing and packaging, upon demonstration that the processing will be limited to products produced primarily on or adjacent to the property. "Primarily" means a clear majority of the product as measured by volume, weight, or value.
  - R. Structures and vegetation management activities for the purpose of wildlife, fisheries, or plant habitat enhancement projects.





# Forest Land

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The forest products industry has historically been a mainstay of the Gorge economy and its largest employer. The industry depends on lands inside and outside the Scenic Area for logs. Forest lands within the Scenic Area include parts of the Mt. Hood National Forest in Oregon and the Gifford Pinchot National Forest in Washington. The State of Washington owns substantial areas of land managed by the Department of Natural Resources. There are also large holdings of industrial forest land and substantial nonindustrial, small woodlands within the Scenic Area, as well as county-owned lands managed for timber production.

## SCENIC AREA ACT PROVISIONS

The Scenic Area Act directs the Gorge Commission and the Forest Service to "protect and enhance forest lands for forest uses and to allow, but not require, conversion of forest to agricultural lands, recreation development or open spaces" [Section 6(d)(2)].

The Act defines forest lands to be those lands "used or suitable for the production of forest products" [Section 6(b)(3)].

Section 17(c) of the Act precludes the regulation of forest practices within the GMA. SMA forest practices, specifically "the management, utilization or disposal of timber resources," are not exempted from regulation stemming from the Act.

## INVENTORIES AND STUDIES

A number of inventories provided information that was used to analyze the capability and suitability of Scenic Area lands for forest production. These included:

- Soil surveys and interpretive records, including woodland suitability data, for each county, provided by the U.S. Department of Agriculture, Soil Conservation Service.
- A vegetation cover inventory completed for the Scenic Area.
- An existing land use inventory of the Scenic Area.
- County land use records such as land ownership, tax classification, zoning, and comprehensive plans.
- U.S. Geological Survey topographic maps.

From these inventories, ownership and capability maps were developed. Agency, industry, and small woodland representatives were consulted in the development of plan policies, guidelines, and designations.

## KEY ISSUES

The amount of land used for timber production in Washington and Oregon is on the decline. Public and private forest lands available for harvest are shrinking as a result of a number of factors, including conversion to nonforest uses and allocation of forest land by public agencies to other uses that preclude forest practices. Because public agencies, primarily those dealing with federal lands, are decreasing the acreage of land available for harvest, it is increasingly important that private industrial and nonindustrial forest lands are managed and protected for the production of forest products.

Forest lands need to be protected from direct conversion to nonresource use and from conflicts with adjacent land uses that impede accepted forest practices and provide disincentives to forest management. Land divisions in forest lands need to discourage speculation in forest and recreation homesites and provide the opportunity for continuous growing and harvesting in an economically efficient manner. As with agricultural lands, there are increasing conversion pressures placed upon forest lands from Portland/Vancouver metropolitan area growth and the expansion of tourism and recreation in the central Gorge.

## OVERVIEW OF FOREST LAND PROVISIONS

The GMA provisions provide for three forest designations: Commercial Forest Land, Large Woodland, and Small Woodland. These designations ensure protection of all forest land that can contribute to the production of forest products, and recognize the different levels of management occurring in the Scenic Area. SMA policies designate Non-Federal and Federal forest land.

GMA policies only allow land divisions in the Commercial Forest and Large Woodland designations when necessary to facilitate forest management. Minimum parcel sizes in the Small Woodland designation protect forest land from conversion and ensure efficient forest management. The Scenic Area Act precludes land divisions in the SMA.

Both the GMA and SMA provisions establish use policies and guidelines that protect forest land from conflicting uses and conversion. Guidelines establish uses that may be allowed and criteria to be used to determine consistency with plan policies. GMA guidelines also establish fire protection criteria and siting criteria for dwellings that both protect forest land and maximize the efficient use of a parcel. Dwellings are not permitted on parcels less than 40 acres in size within the SMA.

SMA provisions also establish policies and guidelines for the review of forest practices in order to protect and enhance scenic, cultural, natural, and recreation resources.



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*Logs are transported down the Columbia  
River in rafts pulled by tugboats*

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## GMA PROVISIONS

### GMA Goal

Protect and enhance forest land for forest uses. Forest lands are those lands that are used for or suitable for the production of forest products.

### GMA Objectives

1. Enhance forestry on lands designated Commercial Forest Land or Large or Small Woodland by encouraging consolidation of small, inefficient parcels into more efficient ownerships.
2. Enhance forestry by encouraging Washington and Oregon to consider grants and loans to secondary processors of forest products under Section 11 of the Scenic Area Act and other economic development programs.

## GMA Policies

### Designation Policies

1. Those lands that are used for the production of forest products shall be designated as Commercial Forest Land or Large or Small Woodland.
2. Those lands that are capable of growing 50 cubic feet per acre per year or more of merchantable tree species shall be designated as Commercial Forest Land or Large or Small Woodland.
3. In order to protect forest lands from conflicting uses, those lands that are interspersed among and part of other lands that are used or suitable for forestry shall be designated as Commercial Forest Land or Large or Small Woodland.
4. Lands that have been committed by development to other uses shall not be deemed suitable for or used for forestry.
5. Those lands suitable for both forestry and agriculture shall be designated as Commercial Forest Land or Large or Small Woodland if the surrounding area is generally devoted to lands used for the production of forest products.
6. The diversity of forest operations within the Scenic Area shall be recognized by establishing different minimum parcel sizes and different dwelling standards that reflect differences in type of forestry operations, considering the following factors:
  - A. Ownership class (industrial, nonindustrial, public, etc.).
  - B. Productivity of forest land.
  - C. Size of ownership.
  - D. Surrounding land use.
  - E. Proximity to other types of forest land.
  - F. Availability of structural fire protection services.
7. Forest designations shall include the following:
  - A. Blocks of forest land shall be designated as Commercial Forest Land if they:
    - (1) Contain lands in the industrial and public ownership classes that occur in large tracts (predominantly 160 acres or larger), have few residences, and are generally bounded by other lands in the same ownership classes



or by lands designated Large Woodland (predominantly 80 acres or larger).

- (2) Contain lands in the nonindustrial ownership class that occur in large tracts (predominantly 80 acres or larger), have few residences, have no organized structural fire protection services, are capable of growing 85 cubic feet per acre per year or more of merchantable tree species, and are generally bounded by lands in the large nonindustrial, public, or industrial ownership classes.

B. Blocks of forest land shall be designated as Large Woodland if they:

- (1) Contain lands in the nonindustrial ownership class that occur in large tracts (predominantly 80 acres or larger), have few residences, have no organized structural fire protection services, are capable of growing 50 cubic feet per acre per year or more of merchantable tree species, and are generally bounded by other lands in the same ownership class or by lands in the industrial class.

C. Blocks of forest land shall be designated as Small Woodland if they:

- (1) Contain lands in the nonindustrial ownership class that occur in smaller tracts (predominantly 20 acres or larger), have organized structural fire protection services, are capable of growing 50 cubic feet per acre per year or more of merchantable tree species, and are generally bounded by other lands in the same ownership class or lands devoted to nonforest uses.

D. Small blocks of land that may themselves be deemed Large or Small Woodland shall be designated as Commercial Forest Land if residential development of them would conflict with the use of adjacent Commercial Forest Land or Large-Scale Agriculture land. Small blocks that are adjacent to Urban Areas, Residential, or Small-Scale Agriculture designations or that are physically buffered by natural or manmade barriers from adjacent Commercial Forest Land or Large-Scale Agriculture designations may be considered for Large or Small Woodland designations.

E. Lands shall be designated as Commercial Forest Land if they are within forest areas that are currently used for or suitable for Large-Scale Agriculture, but would otherwise qualify for designation as Commercial Forest Land or Large Woodland.

### **Land Use Policies**

1. Conversion of forest land to agriculture or open space shall be allowed.
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2. Conversion of forest land to recreation shall be allowed when consistent with the guidelines established for the recreation intensity classes (Part I, Chapter 4: Recreation Resources) and the Recreation Development Plan (Part III, Chapter 1).
3. Forest land shall be protected from uses on nearby lands that conflict with the production of forest products by limiting the number, size, proximity, and scale of conflicting uses on nearby lands.
4. Forest land shall be protected from conversion to residential use by establishing minimum sizes for the creation of new parcels and by specifying the uses that may occur and the conditions of approval on lands designated Commercial Forest Land or Large or Small Woodland.
5. Land divisions of lands designated Commercial Forest Land or Large Woodland shall be allowed to facilitate forest management. No resulting parcel may be less than 80 acres in size.
6. Lands designated Commercial Forest Land or Large Woodland may be divided to facilitate protection of scenic, cultural, natural, or recreation resources. Resulting parcel(s) may be used only for the purpose intended at the time of creation of the parcel(s) or for agriculture or forest use.
7. A minimum size shall be established for the creation of new parcels on lands designated Small Woodland, considering the common size of forest units in the area, the impact on management efficiency, the existing landscape setting, wildlife habitat, and other resource factors.
8. Lands designated Small Woodland may be divided into parcels as large or larger than the specified minimum parcel size, subject to the guidelines for land divisions in "Land Divisions and Cluster Development" (Part II, Chapter 7: General Policies and Guidelines). No resulting parcel may be less than 20 acres in size.
9. Local governments may allow creation of parcels smaller than the designated minimum parcel size on lands designated Small Woodland, and award a density bonus, in order to protect scenic, cultural, natural, or recreation resources.
10. Dwellings shall be allowed in conjunction with agriculture on lands designated Commercial Forest Land.
11. New residences shall be allowed on lands designated Large Woodland if they are shown to contribute substantially to effective and efficient growing, propagation, and harvesting of forest tree species.

12. Single-family dwellings shall be allowed in areas designated Small Woodland when:
  - A. A dwelling is shown to be in conjunction with the growing, propagation, and harvesting of forest tree species, or
  - B. A dwelling is on a parcel shown not to be eligible for enrollment in the subject state's forest assessment program.
13. Forest lands shall be protected and enhanced by establishing fire protection standards for new structures located on lands designated Commercial Forest Land or Large or Small Woodland.

### **GMA Guidelines**

#### **Uses Allowed Outright**

1. The following uses may be allowed on lands designated Commercial Forest Land or Large or Small Woodland without review:
  - A. Forest practices that do not violate conditions of approval for other approved uses.
  - B. Agricultural use, except new cultivation.
  - C. Repair, maintenance, and operation of existing structures, trails, roads, railroads and utility facilities.
  - D. Buildings less than 60 square feet in floor area and not exceeding 18 feet in height measured at the roof peak, which are accessory to a dwelling.

#### **Review Uses**

1. The following uses may be allowed on lands designated Commercial Forest Land or Large or Small Woodland, subject to compliance with guidelines for the protection of scenic, cultural, natural, and recreation resources:
  - A. On lands designated Large Woodland, a single-family dwelling upon a demonstration that all of the following conditions exist:
    - (1) The dwelling will contribute substantially to the growing, propagation, and harvesting of forest tree species. The principal purpose for locating a dwelling on lands designated Large Woodland is to enable the resident to conduct efficient and effective forest management. This requirement indicates a relationship between ongoing forest

management and the location of a dwelling on the subject parcel. A dwelling may not always be required for forest management.

- (2) The subject parcel has been enrolled in the appropriate state's forest assessment program.
  - (3) A plan for management of the parcel has been approved by the Oregon Department of Forestry or the Washington Department of Natural Resources and the appropriate local government. The plan must indicate the condition and productivity of lands to be managed; the operations the owner will carry out (thinning, harvest, planting, etc.); a chronological description of when the operations will occur; estimates of yield, labor and expenses; and how the dwelling will contribute toward the successful completion of the operations.
  - (4) The parcel has no other dwellings that are vacant or currently occupied by persons not engaged in forestry and that could be used as the principal forest dwelling.
  - (5) The dwelling complies with the "Approval Criteria for the Siting of Dwellings on Forest Land" and "Approval Criteria for Fire Protection" in this chapter.
  - (6) A declaration has been signed by the landowner and recorded into county deeds and records specifying that the owners, successors, heirs, and assigns of the subject parcel are aware that adjacent and nearby operators are entitled to carry on accepted farm or forest practices on lands designated Commercial Forest Land, Large or Small Woodland, or Large-Scale or Small-Scale Agriculture.
- B. On lands designated Small Woodland, one single-family dwelling on a legally created parcel upon the parcel's enrollment in the appropriate state's forest assessment program. Upon a showing that a parcel cannot qualify, a parcel is entitled to one single-family dwelling. In either case, the location of a dwelling shall comply with the "Approval Criteria for the Siting of Dwellings on Forest Land" and "Approval Criteria for Fire Protection" in this chapter. A declaration shall be signed by the landowner and recorded into county deeds and records specifying that the owners, successors, heirs, and assigns of the subject parcel are aware that adjacent and nearby operators are entitled to carry on accepted farm or forest practices on lands designated Commercial Forest Land, Large or Small Woodland, or Large-Scale or Small-Scale Agriculture.
- C. One single-family dwelling if shown to be in conjunction with and substantially contributing to the current agricultural use of a farm. Guideline 1E of "Review Uses" (Part II, Chapter 1: Agricultural Land) shall be used to



determine whether a dwelling is a farm dwelling. The siting of the dwelling shall comply with the "Approval Criteria for Fire Protection" in this chapter.

- D. Temporary onsite structures that are auxiliary to and used during the term of a particular forest operation. "Auxiliary" means a use or alteration of a structure or land that provides help or is directly associated with the conduct of a particular forest practice. An auxiliary structure is located onsite, is temporary in nature, and is not designed to remain for the forest's entire growth cycle from planting to harvesting. An auxiliary use is removed when a particular forest practice has concluded.
- E. Temporary portable facility for the primary processing of forest products grown on a parcel of land or contiguous land in the same ownership where the facility is to be located. The facility shall be removed upon completion of the harvest operation.
- F. Uses to conserve soil, air, and water quality and to provide for wildlife and fisheries resources.
- G. Structures associated with hunting and fishing operations.
- H. Towers and fire stations for forest fire protection.
- I. New agricultural structures (as defined in the glossary), subject to the "Approval Criteria for Fire Protection" in this chapter.
- J. The temporary use of a mobile home in the case of a family hardship, subject to the guidelines for hardship dwellings in "Temporary Use - Hardship Dwelling" (Part II, Chapter 7: General Policies and Guidelines) and the "Approval Criteria for the Siting of Dwellings on Forest Land" and "Approval Criteria for Fire Protection" in this chapter.
- K. Accessory building(s) greater than 60 square feet in floor area and/or exceeding 18 feet in height as measured at the roof peak, subject to the "Approval Criteria for the Siting of Dwellings on Forest Land" and "Approval Criteria for Fire Protection" in this chapter.
- L. A second single-family dwelling for a farm operator's relative, subject to guideline 1H of "Review Uses" (Part II, Chapter 1: Agricultural Land) and the "Approval Criteria for Siting of Dwellings on Forest Land" and "Approval Criteria for Fire Protection" in this chapter.
- M. Private roads serving a residence, subject to the "Approval Criteria for the Siting of Dwellings on Forest Land" and "Approval Criteria for Fire Protection" in this chapter.

- N. Recreation development, subject to the guidelines established for the recreation intensity classes (Part I, Chapter 4: Recreation Resources) and the Recreation Development Plan (Part III, Chapter 1).
- O. Construction or reconstruction of roads or modifications not in conjunction with forest use or practices.
- P. Agricultural labor housing, under the following conditions:
  - (1) The proposed housing is necessary and accessory to a current agricultural use.
  - (2) The housing shall be seasonal, unless it is shown that an additional full-time dwelling is necessary to the current agricultural use of the subject agricultural unit. Seasonal use shall not exceed 9 months.
  - (3) The housing shall be located to minimize the conversion of lands capable of production of farm crops and livestock, and shall not force a significant change in or significantly increase the cost of accepted agricultural practices employed on nearby lands devoted to agricultural use.
- Q. On lands designated Commercial Forest Land, a temporary mobile home in conjunction with a timber operation, upon a finding that security personnel are required to protect equipment associated with a harvest operation or to protect the subject forest land from fire. The mobile home must be removed upon completion of the subject harvest operation or the end of the fire season. The placement of the mobile home is subject to the "Approval Criteria for the Siting of Dwellings on Forest Land" and "Approval Criteria for Fire Protection" in this chapter.
- R. On parcels in Small Woodland, a land division creating parcels smaller than the designated minimum parcel size, subject to the guidelines for cluster development in "Land Divisions and Cluster Development" (Part II, Chapter 7: General Policies and Guidelines). If the designated minimum parcel size is 20 acres, this provision will apply to parcels 40 acres in size or larger. Similarly, if the designated minimum parcel size is 40 or 80 acres, this provision will apply to parcels 80 acres or larger or 160 acres or larger, respectively.
- S. New cultivation, subject to compliance with guidelines for the protection of cultural resources (Part I, Chapter 2: Cultural Resources) and natural resources (Part I, Chapter 3: Natural Resources).
- T. On lands designated Large or Small Woodland, life estates, subject to the guidelines in "Approval Criteria for Life Estates" in this chapter.

2. The following uses may be allowed on lands designated Commercial Forest Land or Large or Small Woodland, subject to compliance with the guidelines for the protection of scenic, cultural, natural, and recreation resources and the "Approval Criteria for Specified Review Uses" in this chapter.
  - A. Utility facilities and railroads necessary for public service upon a showing that (1) there is no practicable alternative location with less adverse effect on agricultural and forest lands and on scenic, cultural, natural and recreation resources and (2) the size is the minimum necessary to provide the service.
  - B. Home occupations or cottage industries in an existing residence or accessory structure, subject to the guidelines in "Home Occupations and Cottage Industries" (Part II, Chapter 7: General Policies and Guidelines).
  - C. Fruit and produce stands, upon a showing that sales will be limited to agricultural products raised on the subject farm and other farms in the local region.
  - D. Wineries, in conjunction with onsite viticulture, upon a showing that processing and sales of wine is from grapes grown on the subject farm or in the local region.
  - E. Agricultural product processing and packaging, upon a showing that the processing will be limited to products grown primarily on the subject farm and sized to the subject operation.
  - F. Exploration, development, and production of mineral and geothermal resources, subject to the guidelines in Part I, Chapter 1: Scenic Resources.
  - G. Aquaculture.
  - H. Boarding of horses.
  - I. Temporary portable asphalt/batch plants related to public road projects, not to exceed 6 months.
  - J. Expansion of existing nonprofit group camps, retreats, or conference centers.
  - K. Bed and breakfast inns in single-family dwellings, subject to the guidelines in "Bed and Breakfast Inns" (Part II, Chapter 7: General Policies and Guidelines) and provided that the residence:
    - (1) Is included in the National Register of Historic Places, or

- (2) In Washington, is listed on the Washington State Register of Historic Places maintained by the Washington Office of Archaeology and Historic Preservation, or
  - (3) In Oregon, is identified and protected under local landmark status as approved pursuant to Oregon state land use regulations protecting historic structures.
- L. Nonprofit, environmental learning or research facilities.

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*Lumber mill in Bingen,  
Washington*

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### Approval Criteria for Fire Protection

1. All uses, as specified, shall comply with the following fire safety guidelines:
  - A. All buildings shall be surrounded by a maintained fuel break of 50 feet. Hazardous fuels shall be removed within the fuel break area. Irrigated or fire resistant vegetation may be planted within the fuel break. This could include green lawns and low shrubs (less than 24 inches in height). Trees should be spaced greater than 15 feet between the crowns and pruned to remove dead and low (less than 8 feet) branches. Accumulated leaves, needles, and other dead vegetation shall be removed from beneath trees.
  - B. Buildings with plumbed water systems shall install at least one standpipe a minimum of 50 feet from the structure(s).



- C. A pond, stream, tank or sump with storage of not less than 1,000 gallons, or a well or water system capable of delivering 20 gallons per minute shall be provided. If a well pump is located on-site, the electrical service shall be separate from the dwelling.
- D. Access drives shall be constructed to a minimum of 12 feet in width and not exceed a grade of 12 percent. Turnouts shall be provided at a minimum of every 500 feet. Access drives shall be maintained to a level that is passable to fire equipment. Variances to road guidelines may be made only after consultation with the local rural fire district and the Washington Department of Natural Resources in Washington or the Oregon Department of Forestry in Oregon.
- E. Within 1 year of the occupancy of a dwelling, the local government shall conduct a review of the development to assure compliance with these guidelines.
- F. Telephone and power supply systems shall be underground whenever possible.
- G. Roofs of structures should be constructed of fire-resistant materials such as metal, fiberglass shingle or tile. Roof materials such as cedar shake and shingle should not be used.
- H. Any chimney or stovepipe on any structure for use with a woodstove or fireplace should be screened with no coarser than 1/4 inch mesh metal screen that is noncombustible and corrosion resistant and should be equipped with a spark arrestor.
- I. All structural projections such as balconies, decks and roof gables should be built with fire resistant materials equivalent to that specified in the Uniform Building Code.
- J. Attic openings, soffit vents, foundation louvers or other ventilation openings on dwellings and accessory structures should be screened with no coarser than 1/4-inch mesh metal screen that is noncombustible and corrosion resistant.

### **Approval Criteria for Siting of Dwellings on Forest Land**

- 1. The approval of new dwellings and accessory structures on forest lands shall comply with the following guidelines:
  - A. The dwelling and structures shall be sited on the parcel so that they will have the least impact on nearby or adjoining forest operations. Dwellings shall be set back at least 200 feet from adjacent properties. Clustering or

locating proposed development closer to existing development on adjacent lands may minimize impacts on nearby or adjacent forest operations.

- B. The amount of forest land used to site dwellings, structures, access roads, and service corridors shall be minimized. This can include locating new dwellings and structures as close to existing public roads as possible, thereby minimizing the length of access roads and utility corridors; or locating the dwelling, access road, and service corridors on portions of the parcel that are least or poorly suited for forestry. Areas may not be suitable for forestry because of existing nonforest uses, adjacent dwellings, or land productivity.
- C. Dwellings shall be located to minimize the risks associated with wildfire. Dwellings should be located on gentle slopes and in any case not on slopes that exceed 40 percent. Narrow canyons and draws should be avoided. Dwellings should be located to minimize the difficulty of gaining access to the structure in the case of fire. Dwellings should be located to make the access roads as short and flat as possible.
- D. A local government may grant a variance to the siting guidelines contained within this section upon a demonstration that the guidelines in "Variances from Setbacks and Buffers" (Part II, Chapter 7: General Policies and Guidelines) have been satisfied.

### **Approval Criteria for Life Estates**

- 1. A landowner who sells or otherwise transfers real property on lands designated Commercial Forest Land or Large or Small Woodland may retain a life estate in a dwelling and a tract of land surrounding the dwelling. The life estate tract shall not be considered a parcel as defined in the Management Plan. A second dwelling unit on lands designated Commercial Forest Land or Large or Small Woodland may be allowed, subject to compliance with the guidelines for the protection of scenic, cultural, natural, and recreation resources and upon findings that:
  - A. The proposed dwelling is in conjunction with agricultural use, using guideline 1E of "Review Uses" (Part II, Chapter 1: Agricultural Land); or
  - B. On lands designated Large Woodland, the dwelling will contribute substantially to the growing, propagation, and harvesting of forest tree species. The proposed dwelling shall comply with guideline 1A of "Review Uses" in this chapter; or
  - C. On lands designated Small Woodland, the proposed dwelling complies with guideline 1B of "Review Uses" in this chapter; and

- D. Upon termination of the life estate, the original or second dwelling shall be removed.

### Approval Criteria for Specified Review Uses

1. The uses identified under guideline 2 under "Review Uses," above, may be allowed only if they meet all of the following criteria:
  - A. The owners of land that is designated Commercial Forest Land, Large or Small Woodland, or Large-Scale or Small-Scale Agriculture and that lies within 500 feet of the perimeter of the subject parcel have been notified of the land use application and have been given at least 10 days to comment prior to a final decision.
  - B. The use will not seriously interfere with accepted forest or agricultural practices on nearby lands devoted to resource use.
  - C. The use will be sited in a way that minimizes the loss of forest or agricultural land and minimizes the chance of interference with accepted forest or agricultural practices on nearby lands.
  - D. The use will not significantly increase fire hazard, fire suppression costs, or risks to fire suppression personnel and will comply with the "Approval Criteria for Fire Protection" in this chapter.



*Forest lands in the  
Columbia Gorge*

## SMA PROVISIONS

### SMA Goal

Protect and enhance forest lands for forest uses.

### SMA Policies

1. Only lands determined used for or suitable for the production of commercial forest products shall be designated Non-Federal or Federal Forest land.
2. Lands that have greater than 10 percent of their area covered by commercial species of timber and that meet the definition of suitability (see glossary) are considered suitable for Non-Federal or Federal Forest land designation.
3. All new developments and land uses shall protect natural, scenic, cultural, and recreation resources.
4. A site plan shall be prepared by the applicant prior to any forest practice.
5. Each state forest practice agency should regulate forest practices in the SMA, using the SMA guidelines for protection of the scenic, cultural, recreation, and natural resources, with the Forest Service providing the review for compliance with these guidelines. If the state fails to assume this role, the Gorge Commission shall assume this regulatory responsibility. Until a regulatory mechanism is in place, the Forest Service shall continue to review site plans for forest practices for compliance with these guidelines.
6. The Forest Service intends to provide funds through State and Private Cooperative Forestry to help Oregon and Washington States with administration of the regulatory program to implement these SMA guidelines.
7. The Forest Service review of the site plans shall include the following analysis:
  - A. Protection of the scenic resources: analysis of potential impacts, including cumulative effects, to scenic values as viewed from the key viewing areas.
  - B. Protection of the cultural resources: analysis of potential impacts to the cultural resources, including cumulative effects.
  - C. Protection of natural resources: analysis of potential impacts, including cumulative effects, to the natural resources.
  - D. Protection of the recreational resources: analysis of potential impacts to the recreational resources, including cumulative effects.



8. Forest Service review decisions on forest practices are subject to review by the Regional Forester.
9. New dwellings shall not be permitted on parcels of land less than 40 contiguous acres in size.
10. New dwellings shall only be allowed if shown to be necessary for and accessory to forest use, with an approved forest management plan, or necessary for and accessory to agricultural use, as specified in Part II, Chapter 1: Agricultural Land.
11. Research and development programs that protect and develop markets for secondary manufacturing and increased utilization of wood products and use of other miscellaneous forest products from the National Scenic Area are encouraged and will be supported by the Forest Service National Scenic Area office.
12. Use of Non-Federal and Federal Forest Land for agriculture, open space, and public recreation shall be allowed and shall comply with the appropriate land use designation policies and guidelines. Use of Non-Federal Land for commercial recreation is allowed and shall comply with the provisions in Part I, Chapter 4: Recreation Resources.
13. Conversion of lands designated Non-Federal or Federal Forest Land to Agriculture or Open Space is allowed.
14. Chemical use in conjunction with all forest practices shall conform with existing local, state, and federal laws and regulations relating to the use of chemicals.
15. In catastrophic situations, exceptions may be allowed to the scenic resource guidelines for forest practices.
16. Fire protection siting guidelines and standards for dwellings shall be developed by the county to protect forest resources from wildfires.
17. Forest landowners shall be encouraged to develop plans for long-term management of their property to protect and enhance the forest resource.
18. The Federal Forest Land designation shall apply only to federal lands.
19. The Forest Service shall work with local landowners to provide technical assistance for planning mitigation measures necessary for forest practices and to explain potential federal land acquisition options.
20. All Federal Forest Land shall be subject to the laws and regulations pertaining to the National Forest system, including the National Environmental Policy Act

(NEPA), the Mt. Hood National Forest Land and Resource Management Plan, and the Gifford Pinchot National Forest Land and Resource Management Plan.

### SMA Guidelines

#### Uses Allowed Outright

1. The following uses shall be allowed without review:
  - A. New agricultural and open space uses (as allowed for in Part II, Chapter 1: Agricultural Land, and Part II, Chapter 3: Open Space, respectively), except where there would be potential impact to cultural or natural resources.
  - B. Maintenance, repair, and operation of existing dwellings, signs, structures, trails, roads, railroads, and utility facilities.
  - C. Accessory structures of less than 60 square feet in area and less than 18 feet in height measured at the roof peak.

#### Review Uses

1. The following uses may be allowed subject to review for compliance with scenic, cultural, natural, and recreational resources guidelines. The use or development shall be sited to minimize the loss of land suitable for the production of forest products:
  - A. All review uses allowed for in Part II, Chapter 1: Agricultural Land.
  - B. Forest practices in accordance with an approved forest practices site plan, which shall include the following:
    - (1) The following information, in addition to general site plan requirements (see Part II, Chapter 7: General Policies and Guidelines):
      - (a) Boundary of proposed commercial forest practice.
      - (b) Location of proposed rock or aggregate sources.
      - (c) Timber types.
      - (d) Harvest units.
      - (e) Silvicultural prescriptions.
      - (f) Road and structure construction and/or reconstruction design.

- (g) Major skid trails, landings, and yarding corridors.
  - (h) Commercial firewood cutting areas.
  - (i) Existing and proposed rock pit development plans.
  - (j) Protection measures for scenic, cultural, natural, and recreation resources, such as road closures.
- (2) A discussion of slash disposal methods.
- (3) A reforestation plan as reviewed by the appropriate state forest practices agency.
- C. Railroad and road construction or reconstruction.
- D. Exploration, development, and production of sand, gravel, or crushed rock for the construction, maintenance, or reconstruction of roads used to manage or harvest commercial forest products in the SMA.
- E. Silvicultural nurseries.
- F. Utility facilities for public service, upon a showing that:
  - (1) There is no alternative location with less adverse effect on Forest Land.
  - (2) The size is the minimum necessary to provide the service.
- G. Structures or vegetation management activities for the purpose of wildlife, fisheries, or plant habitat enhancement projects.
- H. Fish hatcheries and aquaculture facilities.
- I. Public recreation, commercial recreation, interpretive and educational developments, and uses consistent with the provisions of Part I, Chapter 4: Recreation Resources.
- J. One dwelling on a parcel of 40 contiguous acres or larger if an approved forest management plan demonstrates that such a dwelling is necessary for and accessory to forest uses. The forest management plan shall demonstrate the following:
  - (1) The dwelling will contribute substantially to the growing, propagation, and harvesting of trees. The principal purpose for allowing a dwelling on forest lands is to enable the resident to conduct efficient and effective management. This requirement indicates a relationship between

- ongoing forest management and the need for a dwelling on the subject property.
- (2) The subject parcel has been enrolled in the appropriate state's forest assessment program.
  - (3) A plan for management of the parcel has been approved by the Oregon Department of Forestry or the Washington Department of Natural Resources and the appropriate county. The plan must indicate the condition and productivity of lands to be managed; the operations the owner will carry out (thinning, harvest, planting, etc.); a chronological description of when the operations will occur; estimates of yield, labor, and expenses; and how the dwelling will contribute toward the successful management of the property.
  - (4) The parcel has are no other dwellings that are vacant or currently occupied by persons not engaged in forest management of the subject parcel.
  - (5) The dwelling complies with county dwelling, siting, and state/county fire protection guidelines.
  - (6) A declaration has been signed by the landowner and recorded into county deeds and records specifying that the owners, successors, heirs, and assigns of the subject property are aware that adjacent and nearby operations are entitled to carry on accepted agricultural or forest practices.
- K. Accessory structures over 60 square feet.
- L. Home occupations and cottage industries, subject to the "Home Occupations and Cottage Industries" guidelines in Part II, Chapter 7: General Policies and Guidelines.
- M. Temporary portable facilities for the processing of forest products.
- N. Towers and fire stations for forest fire protection.
- O. Community facilities and nonprofit facilities related to forest resource management.
- P. Expansion of existing nonprofit group camps, retreats, or conference or education centers, necessary for the successful operation of the facility on the dedicated site. Expansion beyond the dedicated site shall be prohibited.
- Q. Signs, as specified in Part II, Chapter 7: General Policies and Guidelines.



# Open Space

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The Columbia Gorge's diverse open space resources have in large part accounted for its reputation for superlative scenery, unique and varied ecosystems and habitats, rich heritage, and quality recreation opportunities. Unlike remote wilderness areas, the Gorge has long been a major transportation and commercial corridor, containing within its bounds major highways, federal dams, railroads, and numerous settlements. Despite this, many of its inspiring vistas, historic sites, and natural areas remain intact. These open spaces typify the features of the Gorge that make it such a special place. They offer a glimpse into a region blessed with outstanding resources, yet readily accessible for public enjoyment and enrichment.

## SCENIC AREA ACT PROVISIONS

The Scenic Area Act calls upon the Gorge Commission to "protect and enhance open spaces." The Act also charges the Gorge Commission to designate land suitable for the protection and enhancement of open spaces. The Act [Section 2(l)] defines open spaces to include:

1. Scenic, cultural, and historic areas;
2. Fish and wildlife habitat;
3. Lands which support plant species that are endemic to the scenic area or which are listed as rare, threatened or endangered species pursuant to State or Federal Endangered Species Acts;
4. Ecologically and scientifically significant natural areas;
5. Outstanding scenic views and sites;
6. Water areas and wetlands;
7. Archaeological sites, Indian burial grounds and village sites, historic trails and roads and other areas which are culturally or historically significant;
8. Potential and existing recreation resources; and
9. Federal and State wild, scenic, and recreation waterways.



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*Horsetail Falls, Oregon*

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## INVENTORIES AND STUDIES

Several inventories and studies were conducted to determine the locations, significance, and sensitivity of the various open space resources as defined in the Act. These inventories and studies included the following:

- Draft *National Wetlands Inventory*, prepared by the U.S. Department of the Interior, Fish and Wildlife Service (1987). (For a complete description of the wetlands

inventory, see "Inventories and Key Laws and Programs" in Part I, Chapter 3: Natural Resources.)

- National Scenic Area wildlife inventory, prepared by the Gorge Commission in cooperation with the U.S. Forest Service, Washington Departments of Wildlife and Fisheries, Oregon Department of Fish and Wildlife, and the Oregon Natural Heritage Data Base. (For a complete description of the wildlife inventory, see "Inventories and Key Laws and Programs" in Part I, Chapter 3: Natural Resources.)
- *Identification of Representative Plant Communities and Botanically Significant Sites in the Columbia River Gorge National Scenic Area*, compiled jointly by the Natural Heritage Program of the Washington Department of Natural Resources, the Oregon Natural Heritage Data Base, and The Nature Conservancy, January 1989. (For a complete description, see "Inventories and Key Laws and Programs" in Part I, Chapter 3: Natural Resources.)
- Resource compatibility studies for selected recreation sites, compiled jointly by the Columbia River Gorge Commission, U.S. Fish and Wildlife Service, Oregon Department of Parks and Recreation, Washington Parks and Recreation Commission, and Washington Departments of Wildlife and Fisheries, 1990. (For a complete description, see Part III, Chapter 1: Recreation Development Plan.)

- Landscape sensitivity map, prepared as part of the scenic resource inventories by the U. S. Forest Service National Scenic Area Office, 1988. (For a complete description, see "Inventories and Studies" in Part I, Chapter 1: Scenic Resources.)

## KEY ISSUES

Open spaces represent some of the most significant and sensitive resources in the Scenic Area. A variety of techniques are employed in the Management Plan to protect these resources. They include regulating uses in and around the resources through application of guidelines to protect scenic, cultural, natural, and recreation resources, and incentive programs to encourage landowners to protect such resources.

In some cases, the resources are so sensitive and significant that their protection requires designating them as Open Space. This land use designation is designed to protect such resources from uses that could adversely affect them. Some of the traditional land uses in the Gorge, such as farming, forestry, mining and residential development, could threaten the integrity of these important and potentially vulnerable resource areas mandated for protection in the Act. The protection and enhancement needs of these resources pose a significant challenge in the Management Plan.

A key issue related to this challenge involves the land use restrictions necessary to implement the Act's open space mandates. In some cases, this has necessitated limiting some existing

or potential uses that may have economic value to landowners. Specifically, the need to retain reasonable economic uses on private lands while protecting open space resources presents a particularly difficult issue. In response, the Gorge Commission and Forest Service have applied the Open Space designation with great care, where it is the only effective way of meeting the Act's mandates.

## OVERVIEW OF OPEN SPACE PROVISIONS

The policies for the GMA list the criteria used to determine which lands in the GMA qualify as Open Space. The policies also direct the Gorge Commission to help landowners prepare stewardship programs that protect and enhance open space resources. Stewardship programs may foster acquisition of open space lands where acquisition fulfills the objectives of a landowner.

The GMA guidelines include a list of uses that may occur on all lands designated Open Space. Guidelines for specific Open Space areas, such as Gorge Walls and Canyonlands or Chenoweth Natural Area, list additional uses that may be allowed. Most uses in Open Space may occur without review by a county planning department or the Gorge Commission. However, the Open Space guidelines do require some uses to be reviewed. For example, recreation uses can occur in Open Space only if they are found to comply with the guidelines for recreation intensity classes (Part I, Chapter 4: Recreation Resources).



Some uses must satisfy conditions listed in the Open Space guidelines themselves. For example, the Oregon Natural Heritage Program must be consulted before scientific research may occur in the Chenoweth Natural Area.

The SMA policies establish four subcategories of Open Space: scenic, natural, wildlife, and cultural. They also require a management plan to be prepared for each Open Space area. The plan will help ensure that sensitive open space resources are protected and enhanced. The elements to be

addressed in each plan are listed in the SMA guidelines.

The SMA guidelines include a list of uses that may occur in Open Space without being reviewed by a county planning department or the Forest Service. The SMA guidelines also specify uses that may be allowed in Open Space after a review determines they comply with the guidelines in the Management Plan that protect scenic, cultural, natural, and recreation resources.

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## GMA PROVISIONS

### GMA Goal

Protect those most significant and sensitive scenic, cultural, natural, and recreation resources on unimproved lands from conflicting uses and enhance them where appropriate.

### GMA Objectives

1. Encourage the Secretary of Agriculture to revise the boundaries of the SMA to include private lands in the GMA that are designated Open Space and that lie adjacent to or nearby an existing SMA boundary.
2. Encourage Congress to establish an SMA to protect the remarkable scenic, cultural, natural, and recreation resources of the GMA Gorge Walls and Canyonlands Open Space area along the Historic Columbia River Highway between Hood River and Mosier.

### GMA Policies

1. Only the most significant and sensitive scenic, cultural, natural, and recreation resources shall be designated as Open Space.
2. Land shall be designated as Open Space only if the use limitations are consistent with landowner objectives, or if all of the following circumstances exist:



- A. Uses authorized by alternative designations threaten a documented resource.
  - B. Protection of the resource is demonstrably in the public interest over the long term.
  - C. All reasonable alternative means that might protect the resource and achieve landowner objectives have been considered and found not to provide adequate protection for the resource.
  - D. No lands with improvements exist within the boundaries of the Open Space.
  - E. Landowners have reasonable economic uses of the balance of their properties.
3. The Gorge Commission shall work with owners of lands designated Open Space to develop a program of stewardship that protects Open Space resources and achieves landowner objectives.

Where consistent with landowner objectives, the stewardship program should encourage appropriate public and private agencies to acquire interests in Open Space lands and should inform landowners of tax and other incentive programs.

The Gorge Commission shall establish priorities for acquisition or exchange of lands whose owners object to the Open Space designation, and shall facilitate acquisition or exchange prior to its first review of the Management Plan.

During its first review of the Management Plan, the Gorge Commission shall review the stewardship programs and the Open Space designations of areas containing lands whose owners object to the designation. Such reviews shall take into account acquisitions and exchanges completed since plan adoption.

- 4. Improved lands shall not be designated Open Space. For purposes of this chapter, improved lands are those upon which a structure or use subject to county ad valorem property taxation has been constructed or is being undertaken.
- 5. Open Space designation shall be applied to those most outstanding scenic areas that are highly visible in the foreground or middle ground from the Columbia River or scenic travel corridors and that are sensitive to uses that the Gorge Commission may not manage by regulation (such as forest practices).
- 6. Generally, well defined geographic areas that possess large concentrations of cultural resources shall be designated Open Space.
- 7. Undeveloped portions of state park lands suitable for low-intensity recreation and unsuitable for major recreation facilities shall be designated Open Space.

8. Those wetlands with remarkable values, such as sensitive wildlife habitat or rare plant species, that are susceptible to disturbance from use and development shall be designated Open Space.
9. Open Space designations shall be applied to those most significant and sensitive natural areas that are susceptible to disturbance from use and development.
10. Uses shall be allowed in areas designated Open Space that can be undertaken without adverse effect to the resources to be protected.
11. Habitat areas of animal species that are classified as endangered or threatened by federal or state endangered species acts or the Washington Wildlife Commission may be designated Open Space.
12. Uses authorized on private land designated Open Space shall be allowed with landowner permission only.



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*A rare sand dune area in the  
eastern part of the Gorge*

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## GMA Guidelines

### All Lands Designated Open Space

1. Only those uses otherwise allowed in the Management Plan may be allowed on lands designated Open Space.
2. The following uses may be allowed on all lands designated Open Space:
  - A. Low-intensity recreation, subject to the guidelines for recreation intensity classes (Part I, Chapter 4: Recreation Resources).
  - B. Land divisions to facilitate efforts to protect and enhance scenic, cultural, natural, or recreation resources.
  - C. Repair, maintenance, operation, and improvement of existing structures, trails, roads, railroads, utility facilities, and hydroelectric facilities.
  - D. Removal of timber, rocks or other materials for purposes of public safety and placement of structures for public safety.

### Gorge Walls and Canyonlands

1. The following uses may be allowed:
  - A. Livestock grazing.
  - B. Fish and wildlife management uses conducted by federal, state, or tribal resource agencies.
  - C. Soil, water, or vegetation uses performed in accordance with a conservation plan approved by a county conservation district.
  - D. Harvesting of wild crops.
  - E. Educational or scientific research.
  - F. Continued operation of existing quarries, if they are determined to be consistent with guidelines to protect scenic, cultural, natural, and recreation resources.
  - G. All those uses allowed in "All Lands Designated Open Space," above.

### Mosley Lakes Natural Area

1. The following uses may be allowed:
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- A. Fish and wildlife management uses conducted by federal, state, or tribal resource agencies, after consultation with the Washington Natural Heritage Program.
- B. Educational or scientific research, after consultation with the Washington Natural Heritage Program.
- C. Commercial trapping.
- D. All those uses allowed in "All Lands Designated Open Space," above.

**Chenoweth Table Natural Area**

- 1. The following uses may be allowed:
  - A. Low-intensity recreation, subject to the guidelines for recreation intensity classes (Part I, Chapter 4: Recreation Resources), after consultation with the Oregon Natural Heritage Program.
  - B. Wildlife management uses conducted by federal, state, or tribal resource agencies, after consultation with the Oregon Natural Heritage Program.
  - C. Educational or scientific research, after consultation with the Oregon Natural Heritage Program.
  - D. All those uses allowed in "All Lands Designated Open Space," above.

**Squally Point Natural Area**

- 1. The following uses may be allowed:
  - A. Except in the upland dunes south of the railroad tracks, low-intensity recreation, subject to the guidelines for recreation intensity classes (Part I, Chapter 4: Recreation Resources), after consultation with the Oregon Natural Heritage Program.
  - B. Repair and maintenance of railroads, except measures to stabilize dunes, after consultation with the Oregon Natural Heritage Program.
  - C. Except as limited by guideline 1A, all those uses allowed in "All Lands Designated Open Space," above.

**Klickitat River Wildlife and Natural Area**

- 1. The following uses may be allowed:



- A. Low-intensity recreation, subject to the guidelines for recreation intensity classes (Part I, Chapter 4: Recreation Resources), after consultation with the Washington Natural Heritage Program and Washington Department of Wildlife.
- B. Wildlife management uses conducted by federal, state, or tribal resource agencies, after consultation with the Washington Natural Heritage Program.
- C. Educational or scientific research, after consultation with the Washington Natural Heritage Program.
- D. All those uses allowed in "All Lands Designated Open Space," above.

#### **Balch Lake Wetlands Area**

- 1. The following uses may be allowed:
  - A. Livestock grazing, subject to a range conservation plan, after consultation with the Washington Department of Wildlife.
  - B. Fish and wildlife management uses conducted by federal, state, or tribal resource agencies.
  - C. Educational and scientific research, after consultation with the Washington Department of Wildlife.
  - D. Low-intensity recreation, subject to the guidelines for recreation intensity classes (Part I, Chapter 4: Recreation Resources), after consultation with the Washington Department of Wildlife.
  - E. All those uses allowed in "All Lands Designated Open Space," above.

#### **Mouth of Wind River Wildlife Area**

- 1. The following uses may be allowed:
  - A. Fish and wildlife management uses conducted by federal, state, or tribal resource agencies.
  - B. Soil, water, or vegetation uses performed in accordance with a conservation plan approved by a local conservation district.
  - C. Harvesting of wild crops.
  - D. Educational or scientific research, after consultation with the Washington Department of Wildlife or Fisheries.

- E. Commercial fishing and trapping.
- F. Low-intensity recreation, subject to the guidelines for recreation intensity classes (Part I, Chapter 4: Recreation Resources), after consultation with the Washington Department of Wildlife.
- G. All those uses allowed in "All Lands Designated Open Space," above.

### State Park Recreation Areas

1. The following uses may be allowed on those portions of state park ownerships not suitable for major recreation facilities:
  - A. Fish and wildlife management uses conducted by federal, state, or tribal resource agencies.
  - B. Soil, water, or vegetation uses performed in accordance with a conservation plan approved by a local conservation district.
  - C. Harvesting of wild crops.
  - D. Educational or scientific research.
  - E. All those uses allowed in "All Lands Designated Open Space," above.



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*View of Greenleaf Peak and the Red Bluffs  
from Cascade Lakes, Oregon*

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## SMA PROVISIONS

### SMA Goal

Protect and enhance open space values.

### SMA Policies

1. Open Space shall be designated to provide special protection for sensitive scenic, cultural, recreational, and natural resources, and for sensitive and/or representative ecosystems.
2. Only unimproved lands shall be designated Open Space.
3. Open Space designation shall include the following subcategories:
  - A. **Open Space/Scenic** protects the natural appearance of lands with high scenic values. These include areas of outstanding natural beauty, such as cliff faces, steep bluffs, canyons, water features, and tributary river corridors.
  - B. **Open Space/Natural** protects wetlands, areas supporting ecologically and scientifically significant plant communities, and significant natural areas. Most of these areas contain concentrations of threatened, endangered, sensitive, and endemic plants, and sensitive plant associations that are rare or unusual.
  - C. **Open Space/Wildlife** protects sensitive and unique habitat values and threatened, endangered, sensitive, and endemic species. These lands include habitat for significant wildlife species such as spotted owl, pine marten, pileated woodpecker, and anadromous fisheries.
  - D. **Open Space/Cultural** protects concentrations of cultural resources. These lands contain known and potential significant concentrations of cultural resources.
4. An Open Space plan shall be developed for each Open Space area for protection and enhancement of resources in that area.
5. The Forest Service National Scenic Area office will facilitate the formation of partnerships with appropriate local, state, and federal agencies and private organizations, which will be encouraged to design and implement management programs to enhance Open Space values.

6. Educational and interpretive programs shall be encouraged to promote understanding and enhancement of resources, where these programs do not diminish the Open Space values.
7. New developments and land uses not included in the Open Space guidelines, including commercial forest practices, most structural development, and intensive recreation development, shall be prohibited in Open Space areas.
8. Federal and state agencies shall review Open Space areas to determine their potential for classification as research natural areas or state natural areas.
9. All National Forest lands shall be subject to the laws and regulations pertaining to the National Forest system, including the National Environmental Policy Act (NEPA), the Mt. Hood National Forest Land and Resource Management Plan, and the Gifford Pinchot National Forest Land and Resource Management Plan.
10. If requested, the Forest Service shall help locate mapped boundaries of Open Space areas in cases of new land uses or development.

### *SMA Guidelines*

1. An Open Space plan shall be completed by the primary managing agency or land owner prior to any new land uses or development, and shall be reviewed by the Forest Service.
2. The Open Space plan shall include the following:
  - A. Direction for resource protection, enhancement, and management.
  - B. Review of existing uses to determine compatibility with Open Space values.
  - C. Consultation with members of the public and with agency and resource specialists.
3. The following uses shall be allowed without review:
  - A. Maintenance, repair, and operation of existing dwellings, structures, trails, roads, railroads, and utility facilities.
4. The following new uses may be allowed subject to review for compliance with scenic, cultural, natural, and recreational resources guidelines:
  - A. Changes in existing uses, including reconstruction, replacement, and expansion of existing structures and transportation facilities, except for commercial forest practices.



- B. Structures or vegetation management activities, including scientific research, related to scenic, cultural, recreational, and natural resource enhancement projects.
- C. Low-intensity recreation uses, including educational and interpretive facilities, consistent with Part I, Chapter 4: Recreation Resources.
- D. Utility facilities for public service, upon a showing that:
  - (1) There is no alternative location with less adverse effect on Open Space land.
  - (2) The size is the minimum necessary to provide the service.
- E. New signs, as specified in Part II, Chapter 7: General Policies and Guidelines.



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# Residential Land

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The Gorge is currently home to nearly 52,000 people, the majority living in cities, towns and communities along the Columbia River. Historically, people first settled in towns and settlements on the Columbia, many at the mouths of tributary streams. With the development of transportation systems, such as the steamboat and railroad, speculators began to promote additional lands in the Gorge area. New communities and scattered rural settlement took place, often associated with agriculture or forestry. This rural settlement spread from its initial roots along the Columbia River, up adjacent valleys and onto the benches, plateaus, and foothills.

Today, many of these small rural communities are gone or serve as rural residential nodes that depend upon the Urban Areas for services. Recently, rural residential development has taken a marked upturn as people seek rural lifestyles and recreation homesites. Modern highways, facsimile machines, and microcomputers are permitting many more people to pursue a rural lifestyle within reach of the amenities provided by local and regional service centers.

## SCENIC AREA ACT PROVISIONS

The Scenic Area Act encourages future residential development to occur in the Urban Areas, but also allows for rural residential development. The Act directs the Gorge Commission and Forest Service to "require that residential development outside urban areas take place without adversely affecting the scenic, cultural, recreation, and natural resources of the Scenic Area" [Section 6(d)(8)].

Sections 6(d)(1) and (2) of the Act do not allow agriculture and forest lands to be converted to residential use. When located outside Urban Areas, residential development shall be designated for areas "used or suitable for residential development, taking into account the physical characteristics of the areas in question and their geographic proximity to transportation and commercial facilities and other amenities" [Section 6(b)(6)].

## INVENTORIES AND STUDIES

A number of inventories and studies provided information that was used by the Gorge Commission and the Forest Service to identify existing residential

areas, lands committed to residential use, and lands suitable for future residential growth.

These included an inventory of existing land use and county land use records such as land ownership, zoning, comprehensive plans, and tax classification. The Gorge Commission also conducted an inventory of existing vacant and developed parcels in areas that were reviewed for residential designations. County planners, assessors, and sanitarians and state water resource agencies were important specialists who were consulted.

## KEY ISSUES

The Scenic Area Act encourages development, including residential, to locate within the 13 Urban Areas designated in the Scenic Area Act. This helps strengthen existing cities and towns, while reserving lands outside the Urban Areas for agriculture, forest, and recreation use and resource protection. The Scenic Area Act requires that agricultural and forest lands be protected. It does not include similar provisions for residential lands.

These mandates in the Act generate perhaps the most significant residential planning issue in the Scenic Area. Much of the land in the Scenic Area not already committed to residential use and not too steep for development is either used or suitable for agriculture or forest use. These lands are often highly capable of supporting residential development. As a result, demands for rural residential

development in such areas can conflict with Scenic Area mandates for protection of resource lands.

Enclaves of rural residential development do now exist outside the Urban Area boundaries, including Corbett, Bridal Veil, Skamania, Underwood, and Rowena. The designation of lands for residential use must take into account the circumstances in which land otherwise suitable for agricultural or forest use is nonetheless committed by past development decisions to residential use. Residential development must also be focused in areas that are suitable. Factors include proximity to amenities, public services, and transportation; avoidance of hazards; and the resources protected by the Scenic Area Act.

Another issue is the density at which residential development may occur. Too much residential development can change the landscape setting of an area and impact scenic resources. Lower densities help maintain the rural character of an area and keep the demand for services at levels that can be better met by rural service providers. Residential development can greatly impact adjacent agriculture and forest practices. Natural resources within and adjacent to residential areas, such as plant and wildlife habitat and wetlands, need to be protected. The Act specifically protects recreation. Residential use can conflict with existing and planned recreation use on adjacent lands. Finally, the density of residential development needs to take into account the carrying capacity of an area. Development



should avoid hazards and be located where sewage disposal, water, and fire services are available.

## OVERVIEW OF RESIDENTIAL LAND PROVISIONS

In the GMA, lands currently devoted to residential use and other lands that are nearby and committed to residential use are designated Residential. Plan policies outline the factors used to determine whether an area is committed to residential use. In the SMA, two areas of concentrated residential development, Rowena Dell and Latourell, are designated Residential.

The GMA policies establish minimum parcel sizes for new land divisions that protect scenic, cultural, natural, and recreation resources, adjacent agriculture and forest lands, and the landscape setting of an area, and that

take into account the adequacy of services and the existence of any hazards. Minimum parcel sizes of 1, 2, 5 and 10 acres are listed. GMA provisions allow for smaller parcels in the 5-acre and 10-acre designations when clustering is used, and award a density bonus in such cases.

Both the GMA and SMA provisions establish land use policies and guidelines that allow uses that are consistent with the Scenic Area Act and compatible with residential use. GMA policies and guidelines also ensure protection of adjacent agricultural, forest, and recreation uses. In the GMA, one single-family dwelling may be permitted on each legally created parcel. In the SMA, this is also the policy for Rowena Dell. At Latourell, contiguous lots under the same ownership at the time the Scenic Area Act was enacted may qualify for one single-family dwelling.

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## GMA PROVISIONS

### GMA Goals

1. Protect and enhance the character of existing residential areas.
2. Ensure that residential development outside Urban Areas does not adversely affect scenic, cultural, natural, or recreation resources.
3. When designating lands for residential use, consider their physical characteristics and their geographic proximity to transportation, commercial facilities, and other amenities.

## GMA Policies

### Designation Policies

1. Those lands currently devoted to residential use and other lands that are nearby and committed to residential use shall be designated as Residential.
2. Residential development shall not adversely affect adjacent lands designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land, or Large or Small Woodland.
3. In determining whether an area is committed to residential use, the following factors shall be considered:
  - A. The relationship between a parcel and adjacent lands.
  - B. Existing public facilities and services, including, but not limited to, sewer, water, police protection, fire protection, school bus routes, and roads.
  - C. Parcel size(s) and ownership patterns. An examination must include a review of contiguous and nonaggregated ownerships that may, as constituent parcels, be used together for agriculture or forest use.
  - D. Natural or manmade features or impediments separating an area from resource lands.
  - E. The physical development of an area. An area may be physically developed to the extent that it is no longer available for resource use. This factor by itself does not commit an area to residential use.
  - F. Evaluation of the long-term, cumulative impacts of residential development on resources. The factors to be considered include, but are not limited to, conversion of adjacent agricultural and forest lands; compatibility with adjacent uses; impacts on water quality and quantity; effects on services; and impacts on scenic, cultural, natural, or recreation resources.
  - G. Other factors that would make agriculture or forest use impracticable.

### Land Use Policies

1. Minimum parcel sizes for land divisions shall be established, based upon the following factors:
  - A. Avoidance of hazards, including, but not limited to, steep slopes, fire danger, and groundwater pollution.

- B. Adequacy of services, including, but not limited to, transportation, fire protection, police protection, schools, sewage disposal and water.
  - C. Protection of the following:
    - (1) Existing landscape setting.
    - (2) Wildlife habitat.
    - (3) Plant habitat.
    - (4) Scenic sensitivity.
    - (5) Cultural resources.
    - (6) Wetlands.
    - (7) Scenic travel corridors.
  - D. Potential for conflict with nearby agricultural and forest uses.
  - E. Proximity to existing and planned recreation uses.
2. The following minimum parcel sizes shall be established:
- A. A 1-acre minimum for those lands designated Residential where single-family, residential development generally occurs at a density of one dwelling unit per acre or greater. Because these residential areas are generally linked to an adjacent Rural Center or Urban Area, the relatively high densities have a minimal impact on the factors listed in policy 1, above.
  - B. A 2-acre minimum for those lands designated Residential where parcelization and existing residential development occur at a density greater than 5 acres and in a landscape setting where a rural character is somewhat retained. These lands occur in large-enough blocks to minimize the impacts on adjacent agriculture and forest lands. A 2-acre minimum shall not be established in such areas if the potential number of new parcels that could be created would have an adverse cumulative impact upon the factors listed in policy 1, above.
  - C. A 5- or 10-acre minimum for those lands designated Residential that are situated in areas where a higher density would conflict with the factors listed in policy 1, above. A 10-acre minimum shall be established where a 5-acre minimum would result in an adverse cumulative impact on one or more of the factors listed in policy 1, above.

3. Local governments may allow creation of parcels smaller than the designated minimum parcel size on lands designated 5-acre Residential and 10-acre Residential, and may award a density bonus, in order to cluster new residences to protect scenic, cultural, natural, or recreation resources.
4. Adjacent agricultural and forest lands shall be protected from residential development.
5. New residential development within Residential designations located adjacent to forest land designations shall comply with the guidelines in "Approval Criteria for Fire Protection" (Part II, Chapter 2: Forest Land).
6. Except as specifically identified, all legally created, undeveloped parcels are entitled to one single-family dwelling, subject to compliance with guidelines for the protection of scenic, cultural, natural, and recreation resources. The location of a second dwelling unit on a parcel is not permitted, except in the case of a qualified temporary hardship dwelling.
7. Adjacent recreation uses shall be protected from residential development. Buffer areas shall be established between residential development and adjacent recreation uses.

### GMA Guidelines

#### Uses Allowed Outright

1. The following uses may be allowed on lands designated Residential without review:
  - A. Agricultural use, except new cultivation.
  - B. Forest practices that do not violate conditions of approval for other approved uses.
  - C. Repair, maintenance, and operation of existing structures, trails, roads, railroads, and utility facilities.
  - D. Buildings less than 60 square feet in area and not exceeding 18 feet in height measured at the roof peak, which are accessory to a dwelling.

#### Review Uses

1. The following uses may be allowed on lands designated Residential, subject to compliance with the guidelines for the protection of scenic, cultural, natural, and recreation resources:



- A. One single-family dwelling per legally created parcel. If the subject parcel is located adjacent to lands designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land, or Large or Small Woodland, the use shall comply with the buffer and notification requirements for agricultural land (Part II, Chapter 1) or forest land (Part II, Chapter 2). If the subject parcel is located within a Residential designation that is adjacent to lands designated Commercial Forest Land or Large or Small Woodland, the placement of a dwelling shall also comply with the fire protection guidelines in "Approval Criteria for Fire Protection" (Part II, Chapter 2: Forest Land).
  - B. Buildings exceeding 60 square feet in area and/or 18 feet in height as measured at the roof peak, which are accessory to a dwelling.
  - C. The temporary use of a mobile home in the case of a family hardship, subject to guidelines for hardship dwellings in "Temporary Use - Hardship Dwelling" (Part II, Chapter 7: General Policies and Guidelines).
  - D. Construction or reconstruction of roads.
  - E. On parcels 10 acres or larger in the 5-acre Residential designation, or 20 acres or larger in the 10-acre Residential designation, a land division creating new parcels smaller than the designated minimum parcel size, subject to the guidelines for cluster development in "Land Divisions and Cluster Development" (Part II, Chapter 7: General Policies and Guidelines).
  - F. New cultivation, subject to compliance with guidelines for the protection of cultural resources (Part I, Chapter 2: Cultural Resources) and natural resources (Part I, Chapter 3: Natural Resources).
  - G. Land divisions, subject to the guidelines for minimum parcel sizes.
2. The following uses may be allowed on lands designated Residential, subject to compliance with the guidelines for protection of scenic, cultural, natural, and recreation resources and "Approval Criteria for Specified Review Uses," below.
- A. Accredited childcare centers within lands designated 1-acre Residential or 2-acre Residential. A childcare center may be allowed in other Residential designations within an existing church or community building.
  - B. Schools within an existing church or community building.
  - C. Utility facilities and railroads.
  - D. Home occupations or cottage industries in an existing residence or accessory structure, subject to the guidelines in "Home Occupations and Cottage Industries" (Part II, Chapter 7: General Policies and Guidelines).

- E. Fire stations.
- F. Recreation development, subject to the guidelines established for recreation intensity classes (Part I, Chapter 4: Recreation Resources).
- G. Community parks and playgrounds, consistent with the standards of the National Park and Recreation Society regarding the need for such facilities.
- H. Bed and breakfast inns in single family dwellings located on lands designated 5-acre Residential or 10-acre Residential, subject to the guidelines in "Bed and Breakfast Inns" (Part II, Chapter 7: General Policies and Guidelines).

### **Approval Criteria for Specified Review Uses**

1. The uses identified in guideline 2 under "Review Uses," above, may be allowed only if they meet all of the following criteria:
  - A. The proposed use will be compatible with the surrounding area. Review of compatibility shall include impacts associated with the visual character of the area; traffic generation; and noise, dust, and odors.
  - B. The proposed use will not require public services other than those existing or approved for the area.
  - C. If the subject parcel is located within 500 feet of lands designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land, or Large or Small Woodland, new buildings associated with the proposed use comply with the buffer guidelines in "Agricultural Buffer Guidelines" (Part II, Chapter 1: Agricultural Land).
  - D. If the subject parcel is located within 500 feet of lands designated Commercial Forest Land or Large or Small Woodland, new buildings associated with the proposed use comply with the fire protection guidelines in "Approval Criteria for Fire Protection" (Part II, Chapter 2: Forest Land).

## **SMA PROVISIONS**

### **SMA Goal**

Allow concentrated residential development only at Rowena Dell and Latourell.

### **SMA Policies**

1. New land divisions shall be prohibited.

2. New multifamily dwellings shall be prohibited.
3. Construction of new dwelling units shall be allowed on 10 existing subdivision lots at Rowena Dell. New structures shall not adversely affect scenic, cultural, recreation, or natural resources.
4. At Latourell, contiguous lots under the same ownership as of November 17, 1986, are considered consolidated into a single parcel. Splitting of these consolidated parcels, including lot line adjustment, shall be prohibited.
5. New structures shall not adversely affect scenic, cultural, recreation, or natural resources.
6. All National Forest lands shall be subject to the laws and regulations pertaining to the National Forest system, including the National Environmental Policy Act (NEPA), the Mt. Hood National Forest Land and Resource Management Plan, and the Gifford Pinchot National Forest Land and Resource Management Plan.

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*Residential area on  
top of Underwood Bluff  
in Washington*

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## SMA Guidelines

### Uses Allowed Outright

1. The following uses shall be allowed without review:
  - A. Agricultural uses (as allowed for in Part II, Chapter 1: Agricultural Land), except where there would be potential impact to cultural or natural resources.
  - B. Maintenance, repair, and operation of dwellings, signs, structures, existing trails, roads, railroads, and utility facilities.
  - C. Accessory structures of less than 60 square feet in area and 18 feet in height measured at the roof peak.

### Review Uses

1. The following uses shall be allowed subject to review for compliance with scenic, cultural, natural, and recreation resources guidelines.
  - A. One single-family dwelling per legally created lot or consolidated parcel. The placement of a dwelling shall comply with fire protection standards developed by the county, in accordance with SMA policy 16 in Part II, Chapter 2: Forest Land.
  - B. Accessory structures over 60 square feet.
  - C. New utility facilities.
  - D. Fire stations.
  - E. Home occupations and cottage industries subject to the guidelines in "Home Occupations and Cottage Industries" (Part II, Chapter 7: General Policies and Guidelines).
  - F. Bed and breakfast inns, subject to the guidelines in "Bed and Breakfast Inns" (Part II, Chapter 7: General Policies and Guidelines).
  - G. Community parks and playgrounds.
  - H. Road and railroad construction and reconstruction.
  - I. Forest practices, as specified in Part II, Chapter 2: Forest Land.
  - J. Signs, as specified in Part II, Chapter 7: General Policies and Guidelines.



## Commercial Land

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There have been centers of trade and commerce in the Gorge for almost as long as humans have inhabited it. Gorge Indians were renowned traders. Intertribal trading reflected both the rich and vast natural resources available and the great mobility afforded by the Columbia River. Major villages developed at strategic sites along the river where trading took place. With the arrival of Euro-Americans, commercial centers developed to serve the towns and communities that developed along the Columbia and the ever-expanding stream of emigrants, soldiers, farmers, loggers, and gold miners.

Today, trade and commerce are still important aspects of the Gorge economy. The major commercial centers are still located along the Columbia River. With the exception of a few small community commercial nodes, the commercial centers are located within the 13 designated Urban Areas. These include Hood River, Stevenson, and White Salmon-Bingen, commercial centers that serve both local and regional needs. Smaller, rural community service centers include Carson, Lyle, Mosier, and Cascade Locks, as well as the communities of Corbett and Skamania,

designated as Rural Centers in the Management Plan.

### SCENIC AREA ACT PROVISIONS

The Scenic Area Act gives clear direction for commercial development in the Gorge: it is to be encouraged to locate within the 13 Urban Areas identified by Congress. The Act directs the Gorge Commission to "protect and support the economy of the Columbia River Gorge area by encouraging growth to occur in existing urban areas and by allowing future economic development in a manner that is consistent with" protecting and enhancing scenic, cultural, recreational, and natural resources [Section 3(2)].

The Act directs the Commission to "require that commercial development outside urban areas take place without adversely affecting the scenic, cultural, recreation, and natural resources of the Scenic Area" [Section 6(d)(7)].

New commercial development is not permitted in the SMA. When located outside the Urban Areas, commercial development shall be designated for areas outside the SMA "used or suitable for commercial development:

*Provided*, That such designations shall encourage, but not require, commercial development to take place in urban areas and shall take into account the physical characteristics of the areas in question and their geographic proximity to transportation, commercial, and industrial facilities and other amenities" [Section 6(b)(5)].

## INVENTORIES AND STUDIES

A number of inventories and studies were used to carry out the provisions mandated by the Act. These included an inventory of existing land use and county land use records such as land ownership, zoning, comprehensive plans, and tax classification. Besides inventory data, the Commission relied upon public input and the expertise of county and city planners and sanitarians to develop commercial policies and guidelines and locate individual commercial nodes.

## KEY ISSUES

Commercial development in the Scenic Area should reinforce the Act's orientation of promoting and protecting the vitality of Urban Areas, the long-standing centers of commercial trade in the Gorge. Planning provisions need to encourage major commercial development to locate in the 13 Urban Areas designated by Congress.

Commercial development does occur outside the Urban Areas. There are several commercial nodes and, quite noticeably, two rural communities that act as rural service centers and gathering places. These existing

commercial areas provide important services to local communities and visitors and need to be protected.

Portland/Vancouver metropolitan area growth and the growing importance of tourism in the Gorge create demands for new commercial uses.

Uncontrolled strip commercial development outside the Urban Areas could discourage new commercial growth in these Urban Areas and impact the rural character and scenic qualities of the main travel corridors. New commercial uses must be planned to protect the resources identified in the Scenic Area Act. Maintaining commercial uses to a rural scale helps to serve the rural communities without competing with Urban Areas. Home occupations, cottage industries, and bed and breakfast inns associated with residential use are other uses that can help the rural economy without placing many demands on rural services.

## OVERVIEW OF COMMERCIAL LAND PROVISIONS

The majority of this chapter is devoted to the GMA. The Scenic Area Act precludes new commercial development in the SMA, except for commercial recreation. (See Part II, Chapter 6: Recreation Designations.) This chapter does contain SMA policies and guidelines pertaining to the continued use and expansion of existing commercial uses in the SMA.

Commercial designations in the GMA recognize areas outside Urban Areas where commercial use took place in the immediate past or is currently taking

place. The GMA policies outline factors for establishing two commercial designations: Rural Center and Commercial. The communities of Corbett, Oregon, and Skamania, Washington, are designated as Rural Centers. These communities include a unique mix of commercial, public, and residential uses. Corbett and Skamania serve the surrounding rural community as well as tourists.

GMA land use policies and guidelines allow commercial uses in the Rural Centers of a type and scale appropriate to serve the needs of the rural community and limited tourist needs. Uses that cater to the travelling or visiting public may be allowed in a Commercial designation. Building size is limited to 5,000 square feet of floor area per building or use. Both designations allow one single-family dwelling per legally created parcel.

Home occupations and cottage industries may be allowed in other designations if they are determined to be compatible with the surrounding area. Policies are also provided that allow bed and breakfast inns outside the Rural Center and Commercial designations in 5-acre Residential and 10-acre Residential designations and in historic dwellings in other areas. GMA guidelines also establish approval criteria to ensure that uses are rural in scale and compatible with surrounding areas.

Land divisions are allowed in the GMA. Parcel size for commercial development is determined by local governments, based upon site requirements such as sewerage, parking, and building size. Residential lot size is addressed in Part II, Chapter 4: Residential Land.

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## GMA PROVISIONS

### GMA Goals

1. Protect and support the economy of the Columbia River Gorge by encouraging commercial uses to occur in existing Urban Areas.
2. Protect and support the economy of the Columbia River Gorge by allowing new commercial uses outside of Urban Areas where they will not adversely affect scenic, cultural, natural, or recreation resources.

### GMA Policies

#### Designation Policies

1. Designation for commercial uses shall be given to those areas outside Urban Areas that are suited for such uses by physical characteristics, such as slope, and

geographic proximity to transportation, commercial and industrial facilities, and other amenities.

2. Areas outside Urban Areas shall be designated as Commercial where commercial use took place in the immediate past or is now taking place and would not adversely affect scenic, cultural, natural, or recreation resources. A commercial use shall be considered to have taken place in the immediate past if it has been active and has not been discontinued for more than 1 year.
3. Areas shall be designated as Rural Center that act as service centers and gathering places for concentrations of rural residences and that have all of the following characteristics:
  - A. Node of existing commercial uses, or an existing commercial core.
  - B. Substantial concentration of rural residences.
  - C. Public, noncommercial gathering place such as a grange hall.
  - D. School.
  - E. Fire station.
  - F. Location along a major travel corridor.
  - G. Definable area within which these characteristics occur.

### **Land Use Policies**

1. Commercial uses shall be allowed outside Urban Areas on lands designated Rural Center, Commercial, or Commercial Recreation (Part II, Chapter 6: Recreation Designations) or as allowed in the recreation intensity classes (Part I, Chapter 4: Recreation Resources).
2. In Rural Centers, commercial uses shall be allowed of a type and scale appropriate to serve the needs of the rural community and limited tourist needs. Such commercial uses shall be limited to small-scale tourist commercial and community commercial to ensure that they do not change the rural character of the community or compete with nearby Urban Areas for the tourist trade.
3. Residential designations and densities in the vicinity of Rural Centers shall be established to limit the need for additional community commercial uses and community services to those lands that are currently available within the boundaries of existing Rural Centers.



4. On lands designated Commercial, single-family dwellings and uses that cater to the traveling or visiting public shall be allowed.
5. Home occupations and cottage industries may be allowed if they are compatible with the surrounding area.
6. The minimum size for new parcels created for commercial uses within a Rural Center shall be based upon the site requirements (sewerage, parking, building size, etc.) for the proposed use. Parcel size shall be determined by the local government on a case-by-case basis.
7. The minimum size for new parcels created for residential uses within a Rural Center shall be 1 acre.

To encourage the efficient use of land, provide public amenities and standards for quality developments, and reduce the cost of providing services within Rural Centers, local governments may allow a minimum parcel size of less than 1 acre within Rural Centers if a planned unit development approach is used for the subject parcel, incorporating features such as consolidated access and commonly shared open areas.

8. Commercial uses located outside Urban Areas and Rural Centers shall be limited to a scale that serves local community and tourist needs.
9. Travelers' accommodations, including bed and breakfast inns, may be allowed in Rural Centers and Commercial designations. Bed and breakfast inns may be located in 5-acre Residential and 10-acre Residential designations. Historic dwellings located outside the Rural Centers, Commercial, 5-acre Residential, and 10-acre Residential designations may be considered for use as bed and breakfast inns.
10. Proposed projects should be encouraged to follow planned unit development approaches, featuring consolidated access, commonly shared landscaped open areas, etc.

### **GMA Guidelines**

#### **Uses Allowed Outright: Rural Centers and Commercial Designations**

1. The following uses may be allowed within Rural Centers without review:
  - A. Agricultural use, except new cultivation.
  - B. Forest practices that do not violate conditions of approval for other approved uses.

- C. Repair, maintenance, and operation of existing structures, trails, roads, railroads, and utility facilities.
- D. Buildings less than 60 square feet in floor area and not exceeding 18 feet in height measured at the roof peak, which are accessory to a dwelling.

**Review Uses: Rural Centers**

1. The following uses may be allowed within Rural Centers, subject to compliance with guidelines for the protection of scenic, cultural, natural, and recreation resources:
  - A. One single-family dwelling per legally created parcel.
  - B. Buildings greater than 60 square feet in area and/or 18 feet in height as measured at the roof peak, which are accessory to a dwelling.
  - C. The temporary use of a mobile home in the case of a family hardship, subject to guidelines for hardship dwellings in "Temporary Use - Hardship Dwelling" (Part II, Chapter 7: General Policies and Guidelines).
  - D. Duplexes.
  - E. Fire stations.
  - F. Libraries.
  - G. Government buildings.
  - H. Community centers and meeting halls.
  - I. Schools.
  - J. Accredited childcare centers.
  - K. Rural service commercial and tourist commercial uses limited to 5,000 square feet of floor area per building or use.
    - (1) Grocery stores.
    - (2) Variety and hardware stores.
    - (3) Shops, offices, and repair shops.
    - (4) Personal services such as barber and beauty shops.

- (5) Travelers' accommodations, bed and breakfast inns.
- (6) Restaurants.
- (7) Taverns and bars.
- (8) Gas stations.
- (9) Gift shops.
- L. Home occupations or cottage industries in an existing residence or accessory structure, subject to guidelines in "Home Occupations and Cottage Industries" (Part II, Chapter 7: General Policies and Guidelines).
- M. Utility facilities and railroads.
- N. Recreation development, subject to the guidelines established for recreation intensity classes (Part I, Chapter 4: Recreation Resources).
- O. Places of worship.
- P. New cultivation, subject to compliance with guidelines for the protection of cultural resources (Part I, Chapter 2: Cultural Resources) and natural resources (Part I, Chapter 3: Natural Resources).
- Q. Land divisions, subject to the land use policies in this chapter for minimum parcel sizes.

#### **Review Uses: Commercial Designations**

1. The following uses may be allowed on lands designated Commercial, subject to compliance with the guidelines for protection of scenic, cultural, natural, and recreation resources and "Approval Criteria for Specified Review Uses," below.
  - A. Travelers' accommodations, bed and breakfast inns.
  - B. Restaurants.
  - C. Gift shops.
  - D. Home occupations or cottage industries in an existing residence or accessory structure, subject to guidelines in "Home Occupations and Cottage Industries" (Part II, Chapter 7: General Policies and Guidelines).
  - E. One single-family dwelling per legally created parcel.

- F. Utility facilities and railroads.

### **Approval Criteria for Specified Review Uses**

1. The uses identified under "Review Uses: Commercial Designations" may be allowed only if they meet the following two criteria:
  - A. The proposal is limited to 5,000 square feet of floor area per building or use.
  - B. The proposed use would be compatible with the surrounding area. Review for compatibility shall include impacts associated with the visual character of the area; traffic generation; and noise, dust and odors.

## **SMA PROVISIONS**

Because the Scenic Area Act does not allow new commercial uses in the SMA, there is no commercial land use designation. Existing commercial uses shall follow the following policies and guidelines.

### **SMA Policies**

1. New commercial uses and developments other than Commercial Recreation (see Part II, Chapter 6: Recreation Designations) are not permitted in the SMA.
2. Expansion of existing commercial uses and developments may be allowed only within the dedicated site. Such expansion shall not adversely affect the scenic, cultural, recreation, or natural resources.
3. Existing commercial uses and developments, except sand, gravel, and crushed rock operations, may continue as "preexisting commercial uses" on lands designated as Non-Federal Forest, Federal Forest, Agriculture, or Public Recreation land, if they remain substantially unchanged. Existing sand, gravel, and crushed rock operations used for forest practices may continue if they are used to manage or harvest forest products within the SMA, and if they do not adversely affect the scenic, cultural, recreation, and natural resources.

### **SMA Guidelines**

1. Existing commercial uses and developments may expand as necessary for successful operation on the dedicated site. Expansion beyond the dedicated site shall be prohibited.



2. Signs shall be allowed, as specified in Part II, Chapter 7: General Policies and Guidelines.
3. Commercial uses discontinued for 1 year or more shall no longer be considered as an existing use and shall no longer be permitted, in accordance with the provisions of this Management Plan.



# Recreation Designations

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This chapter contains land use policies and guidelines for lands designated Public Recreation and Commercial Recreation. Recreation uses may also be authorized in other land use designations. The guidelines in Part I, Chapter 4: Recreation Resources apply to all resource-based recreation uses; the guidelines in this chapter apply to uses located in the Public and Commercial Recreation designations.

This chapter is divided into four sections. A section addressing land

uses and development actions on lands designated Public Recreation in the GMA is followed by a similar section for lands designated Commercial Recreation in the GMA. These two sections are followed by a section on lands designated Public Recreation in the SMA. The last section addresses commercial recreation in the SMA. (The SMA does not have a Commercial Recreation land use designation; however, commercial recreation use is allowed as defined.)



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*Windsurfing in the central Gorge*

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## GMA PROVISIONS

### PUBLIC RECREATION

#### GMA Goal

Protect and enhance opportunities for publicly-owned, moderate- and high-intensity resource-based recreation uses on lands most suitable for such uses.

#### GMA Policies

1. The following lands shall be designated as Public Recreation:
  - A. Existing public park and recreation sites providing moderate- and/or high-intensity recreation uses.
  - B. Those public lands suitable for moderate- and/or high-intensity recreation uses, where provision of such uses is consistent with adopted policies, plans, and programs of the owning or managing agency.
  - C. Those privately owned lands most potentially suitable for provision of moderate- and/or high-intensity public recreation uses.
2. Lands shall be considered highly suitable for Public Recreation designation if they possess significant potential for providing two or more of the following opportunities, are readily accessible, and lack hazards or highly sensitive resources:
  - A. River access.
  - B. Possibility of multiple recreation uses.
  - C. Scenic appreciation.
  - D. Facilities satisfying a demonstrated public recreation need.
  - E. Trailhead.
  - F. Enhancement of scenic, natural, and/or cultural resources.
3. Uses other than those providing public recreation opportunities shall be allowed if they do not interfere with existing or approved recreation uses on the subject site or adjacent lands, and do not permanently commit the site to non-recreation uses.



4. Commercial uses shall be allowed if they are part of an existing or approved public recreation use and are consistent with the policies and guidelines contained in this chapter for private concessions and commercial uses at recreation sites.

### GMA Guidelines

#### Uses Allowed Outright

1. The following uses may be allowed on lands designated Public Recreation without review:
  - A. Forest practices that do not violate conditions of approval for other approved development.
  - B. Repair, maintenance, and operation of existing structures, trails, roads, railroads, and utility facilities.
  - C. Agricultural uses, except for new cultivation.

#### Review Uses

1. The following uses may be allowed on lands designated Public Recreation, subject to compliance with guidelines for the protection of scenic, natural, cultural, and recreation resources and compliance with numbers 1A, 1C, 1D, 1E, 1F, and 1G (where applicable) of the "Approval Criteria for Recreation Uses" contained in the recreation intensity class guidelines (Part I, Chapter 4: Recreation Resources):
  - A. Publicly-owned, resource-based recreation uses, consistent with recreation intensity class policies and guidelines (Part I, Chapter 4: Recreation Resources).
  - B. Commercial uses and non-resource based recreation uses that are part of an existing or approved resource-based public recreation use, consistent with the policies, guidelines, and conditional use criteria for such uses contained in this section.
  - C. New cultivation, subject to compliance with guidelines for the protection of cultural resources (Part I, Chapter 2: Cultural Resources) and natural resources (Part I, Chapter 3: Natural Resources).
2. The following uses may be allowed on lands designated Public Recreation, subject to compliance with the "Approval Criteria for Non-Recreation Uses in Public Recreation designations," below, and the guidelines for the protection of scenic, natural, cultural, and recreation resources:

- A. Residences and accessory structures, limited to one single-family dwelling for each parcel legally created prior to adoption of the Management Plan. Exceptions may be considered only upon demonstration that more than one residence is necessary for management of a public park.
  - B. Agricultural buildings.
  - C. Utility transmission, transportation, communication, and public works facilities.
3. Land divisions may be allowed, subject to compliance with criterion 1C under "Approval Criteria for Non-Recreation Uses in Public Recreation," below.

### **Approval Criteria for Non-Recreation Uses in Public Recreation**

- 1. The uses identified under guidelines 2 and 3 under "Review Uses," above, may be allowed if they meet the following criteria:
  - A. The proposed use will not interfere with existing or approved public recreation uses on the subject property or adjacent lands. Mitigative measures used to comply with this criterion may include provision of onsite buffers, seasonal or temporary closures during peak recreation use periods, etc.
  - B. The proposed use will not permanently commit the majority of the site to a non-recreational use. Careful siting and design of structures and other improvements may be used to comply with this criterion.
  - C. Land divisions may be allowed upon a demonstration that the proposed land division is necessary to facilitate, enhance, or otherwise improve recreational uses on the site.

## **COMMERCIAL RECREATION**

### **GMA Goal**

Protect and enhance opportunities for commercially owned, resource-based recreation and supporting commercial uses on lands containing such existing uses or lands on which such proposed uses have been deemed consistent with the Scenic Area Act.

### **GMA Policies**

- 1. Those lands devoted to resource-based, commercial recreation uses and those lands highly suitable for such uses shall be designated as Commercial Recreation.

2. Lands may be considered highly suitable for Commercial Recreation uses if they have the following characteristics:
  - A. The site offers an outstanding opportunity for active, resource-based, river-oriented recreation or a unique opportunity for some other type of active, resource-based recreation. Examples of such opportunities and uses include: access (e.g. swimming, windsurfing, boating, and picnicking) to the Columbia River or its major tributaries; access to an outstanding sport fishery on the main stem of the Columbia River or a major tributary; access to the only natural hot springs in the Scenic Area (uniqueness criterion); etc.
  - B. The site is classified in the Management Plan for moderate- or high-intensity recreation (Recreation Intensity Class 3 or 4 as defined in Part I, Chapter 4: Recreation Resources).
  - C. Potential development on the site would not adversely affect sensitive wildlife habitat or plants, wetlands, or aquatic or riparian areas. This may be achieved by either designing the development to avoid areas containing such resources or by applying mitigation measures that reduce effects on such resources to less than adverse levels.
  - D. Potential development on the site would not adversely affect significant cultural resources. This may be achieved by either designing the development to avoid areas containing such resources or by applying mitigation measures that reduce effects to such resources to less than adverse levels.
  - E. Potential development on the site would not have cumulative adverse effects upon scenic, cultural, natural or recreation resources, considering other development (existing or authorized in the Management Plan) in the Scenic Area or in the vicinity of the development.
3. Overnight accommodations (in addition to campgrounds) shall be allowed if they are rural in scale, such as cabins or cottages, and are closely associated with resource-based recreation opportunities located onsite or on adjacent lands that are accessed through the site.
4. Uses other than those providing commercially owned, resource-based recreation opportunities shall be allowed if they do not interfere with existing or approved recreation uses on the subject site or adjacent lands and do not permanently commit the site to non-recreational uses.
5. Commercial uses (such as restaurants) shall be allowed if they are part of an existing or approved commercial recreation use and are consistent with the policies and guidelines for private concessions and commercial uses at recreation sites contained in this chapter.

## GMA Guidelines

### Uses Allowed Outright

1. The following uses may be allowed on lands designated Commercial Recreation without review:
  - A. Forest practices that do not violate conditions of approval for other approved developments.
  - B. Repair, maintenance, and operation of existing structures, trails, roads, railroads, and utility facilities.
  - C. Agricultural uses, except for new cultivation.

### Review Uses

1. The following uses may be allowed on lands designated Commercial Recreation, subject to compliance with guidelines for the protection of scenic, natural, cultural and recreation resources and compliance with numbers 1A, 1C, 1D, 1E, 1F, and 1G (where applicable) of the "Approval Criteria for Recreation Uses" contained in the recreation intensity class guidelines (Part I, Chapter 4: Recreation Resources):
  - A. Commercially owned, resource-based recreation uses, consistent with recreation intensity class policies and guidelines (Part I, Chapter 4: Recreation Resources).
  - B. Overnight accommodations that are part of a commercially owned, resource-based recreation use, where such resource-based recreation use occurs on the subject site or on adjacent lands that are accessed through the site, and that meet the following standards:
    - (1) Buildings containing individual units shall be no larger than 1,500 square feet in total floor area and no higher than 2-1/2 stories.
    - (2) Buildings containing more than one unit shall be no larger than 5,000 square feet in total floor area and no higher than 2-1/2 stories.
    - (3) The total number of individual units shall not exceed 25, unless the proposed development complies with standards for clustered accommodations in subsection (4) of this guideline.
    - (4) Clustered overnight travelers accommodations meeting the following standards may include up to 35 individual units:



- (a) Average total floor area of all units is 1,000 square feet or less per unit.
  - (b) A minimum of 50 percent of the project site is dedicated to undeveloped, open areas (not including roads or parking areas).
  - (c) The facility is in an area classified for high-intensity recreation (Recreation Intensity Class 4).
- C. Commercial uses, including restaurants sized to accommodate overnight visitors and their guests, and non-resource based recreation uses that are part of an existing or approved resource-based commercial recreation use, consistent with the policies, guidelines, and conditional use criteria for such uses contained in this section.
- D. New cultivation, subject to compliance with guidelines for the protection of cultural resources (Part I, Chapter 2: Cultural Resources) and natural resources (Part I, Chapter 3: Natural Resources).
- 2. The following uses may be allowed on lands designated Commercial Recreation, subject to compliance with the "Approval Criteria for Non-Recreational Uses in Commercial Recreation," below, and the guidelines for the protection of scenic, natural, cultural, and recreation resources:
  - A. Residences and accessory structures, limited to one single-family dwelling for each lot or parcel legally created prior to adoption of the Management Plan.
  - B. Agricultural buildings.
  - C. Utility transmission, transportation, and communication facilities.
- 3. Land divisions may be allowed, subject to compliance with criterion 1C under "Approval Criteria for Non-Recreational Uses in Commercial Recreation," below.

### **Approval Criteria for Non-Recreational Uses in Commercial Recreation**

- 1. The uses identified under guidelines 2 and 3 under "Review Uses," above, may be allowed if they meet the following criteria:
  - A. The proposed use will not interfere with existing or approved commercial recreation uses on the subject property or adjacent lands. Mitigative measures used to comply with this criterion may include provision of onsite buffers, seasonal or temporary closures during peak recreation use periods, etc.

- B. The proposed use will not permanently commit the majority of the site to a non-recreational use. Careful siting and design of structure and other improvements may be used to comply with this criterion.
- C. Land divisions may be allowed upon a demonstration that the proposed land division is necessary to facilitate, enhance, or otherwise improve recreational uses on the site.



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*Enjoying the famous view from Crown Point*

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## SMA PROVISIONS

### PUBLIC RECREATION

#### SMA Goal

Protect and enhance lands that are suitable for public recreation.

#### SMA Policies

1. Public recreation shall be natural resource based.

2. All existing developed public recreation sites providing moderate- and/or high-intensity uses shall be designated as Public Recreation.
3. Recreation development shall meet the guidelines set forth in Part I, Chapter 4: Recreation Resources.
4. All new land uses and developments shall protect the scenic, natural, cultural, and recreation resources.
5. Opportunities for moderate and intensive natural resource-based recreation development shall be protected by applying a Public Recreation designation.
6. No new dwellings shall be permitted on parcels of less than 40 contiguous acres.
7. Dwellings shall only be allowed when they meet the conditions described for Agricultural Land (Part II, Chapter 1) or Non-Federal and Federal Forest Land (Part II, Chapter 2), or when they are shown to be necessary for public recreation site management purposes.
8. New commercial recreation facilities shall not be permitted.
9. All National Forest lands shall be subject to the laws and regulations pertaining to the National Forest system, including the National Environmental Policy Act (NEPA), the Mt. Hood National Forest Land and Resource Management Plan, and the Gifford Pinchot National Forest Land and Resource Management Plan.

### **SMA Guidelines**

#### **Uses Allowed Outright**

1. The following uses shall be allowed without review:
  - A. Agricultural use (allowed outright as defined in Part II, Chapter 1: Agricultural Land) except where there would be potential impact to cultural or natural resources.
  - B. Maintenance, repair, and operation of existing dwellings, structures, trails, roads, railroads, utility facilities, and public recreation facilities.
  - C. Accessory structures less than 60 square feet in area and 18 feet in height measured at the roof peak.

#### **Review Uses**

1. The following uses shall be allowed subject to review for compliance with scenic, cultural, natural, and recreational resources guidelines:
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- A. Forest uses and practices, as allowed for in Part II, Chapter 2: Forest Land.
- B. Public trails, consistent with the provisions in Part I, Chapter 4: Recreation Resources.
- C. Public recreational facilities, consistent with the provisions in Part I, Chapter 4: Recreation Resources.
- D. Public nonprofit group camps, retreats, conference or educational centers, and interpretive facilities.
- E. All dwellings and accessory structures larger than 60 square feet.
- F. Home occupation and cottage industries, as specified in Part II, Chapter 7: General Policies and Guidelines.
- G. Road and railroad construction and reconstruction.
- H. Utility facilities for public service upon a showing that:
  - (1) There is no alternative location with less adverse effect on Public Recreation land.
  - (2) The size is the minimum necessary to provide the service.
- I. New signs, as specified in Part II, Chapter 7: General Policies and Guidelines.
- J. Structures or vegetation management activities for the purpose of wildlife, fisheries, or plant habitat enhancement projects.
- K. Agricultural review uses, as allowed for in Part II, Chapter 1: Agricultural Land.

## COMMERCIAL RECREATION

### SMA Guideline

1. New commercial recreation facilities shall be allowed in Forest Land and Agricultural Land land use designations, consistent with the guidelines established for the recreation intensity classes (Part I, Chapter 4: Recreation Resources).



# General Policies and Guidelines

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The policies and guidelines in this chapter affect all uses in the Scenic Area, regardless of designation. They address uses that are exempt from regulation under the Scenic Area Act,

existing uses, conditional uses, land divisions, variances, uses authorized in many designations, community sewer and water services, and vegetation management.

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## SAVINGS POLICIES

These policies repeat and respond to direction in the Scenic Area Act that the Management Plan not affect certain uses that take place in the Scenic Area.

1. The Gorge Commission and Forest Service shall, in the Management Plan and in implementation actions, protect treaty and other rights of Indian tribes. Nothing in the plan may interfere with the exercise of those rights.
  2. Lands held in trust by the Secretary of the Interior for Indian tribes or for individual members of Indian tribes, and lands acquired by the U.S. Army Corps of Engineers and administered by the Secretary of the Interior for the benefit of Indian tribes or of individual members of Indian tribes, shall be exempt from regulation under the Management Plan or land use ordinances adopted by counties or the Gorge Commission pursuant to the Scenic Area Act. This exemption shall extend to lands selected by the U.S. Army Corps of Engineers as "in lieu" fishing sites pursuant to Public Law 100-581 before or after the effective date of the Management Plan. For those "in lieu" sites chosen after the effective date of the Management Plan, the exemption shall commence upon selection by the U.S. Army Corps of Engineers.
  3. Rights to surface or ground water shall be exempt from regulation under the Management Plan or land use ordinances adopted by counties or the Gorge Commission pursuant to the Scenic Area Act.
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4. Water transportation activities on the Columbia River or its tributaries shall be exempt from regulation under the Management Plan or land use ordinances adopted by counties or the Gorge Commission pursuant to the Scenic Area Act. The term "activities" includes those facilities necessary for navigation.
5. The operation, maintenance, and modification of existing transmission facilities of the Bonneville Power Administration shall be exempt from regulation under the Management Plan or land use ordinances adopted by the counties or the Gorge Commission pursuant to the Scenic Area Act.
6. Neither the Management Plan nor land use ordinances adopted by counties or the Gorge Commission pursuant to the Scenic Area Act may affect laws, rules, or regulations pertaining to hunting or fishing.
7. Neither the Forest Service nor the Gorge Commission may establish any buffer zones or protective perimeters outside the boundaries of the Scenic Area.
8. The operation, maintenance, and improvement of navigation facilities at Bonneville Dam pursuant to federal law, except for the offsite disposal of excavation material, shall be exempt from regulation under the Management Plan or land use ordinances adopted by counties or the Gorge Commission under the Scenic Area Act.
9. In the GMA, the rights and responsibilities of non-federal timber landowners under the Forest Practices Acts of Washington and Oregon, or under county regulations that supersede those acts, shall be exempt from regulation under the Management Plan or land use ordinances adopted by counties or the Gorge Commission pursuant to the Scenic Area Act.

## SPECIAL RULES

### SMA Policies

1. Per Section 8(o) of the Scenic Area Act, SMA guidelines shall not apply to SMA parcels of land if the Forest Service fails to purchase the parcels of land in accordance with the conditions in the Scenic Area Act within 3 years. If the conditions of Section 8(o) arise, the SMA parcel shall become subject to GMA guidelines.
2. The Forest Service shall designate the appropriate GMA guidelines and designation as an administrative action. Lands so designated shall follow the GMA Agricultural Land or Forest Land guidelines and designations.



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*View looking west from Stevenson,  
Washington, taken in 1964*

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## EXISTING USES

### GMA/SMA Policy

1. Except as otherwise provided below, existing uses may continue, notwithstanding the policies and guidelines in the Management Plan.

### GMA/SMA Guidelines

1. Except as otherwise provided, any use or structure existing on the effective date of the Management Plan may continue, as long as it is used in the same manner and for the same purpose as on that date.
2. Any use or structure damaged or destroyed by fire shall be treated as an existing use or structure if an application for replacement in kind and in the same

location is filed within 1 year. Such uses or structures shall be subject to compliance with guidelines for protection of scenic resources involving color, reflectivity, and landscaping. Replacement of an existing use or structure by a use or structure different in purpose, size, or scope shall be subject to the policies and guidelines in the Management Plan to minimize adverse effects on scenic, cultural, natural, and recreation resources.

3. Replacement or reestablishment of a use or structure discontinued for 1 year shall be subject to the policies and guidelines in the Management Plan. Except as otherwise provided, an existing use or structure may be replaced within a year of discontinuation if used for the same purpose at the same location. This would include allowance for replacing an existing mobile home with a framed residence.
4. In the SMA, existing commercial and multifamily residential uses may expand as necessary for successful operation on the dedicated site, subject to guidelines to minimize adverse effects on scenic, cultural, natural, and recreation resources. Expansion beyond the dedicated site shall be prohibited.
5. Existing industrial uses in the GMA may expand as necessary for successful operation on the dedicated site. Expansion beyond the dedicated site shall be prohibited.
6. In the GMA, existing industrial uses may convert to less intensive uses. For this section, a less intensive use is a commercial, recreation, or residential use with fewer adverse effects upon scenic, cultural, natural, and recreation resources.
7. In the GMA, existing development or production of mineral resources may continue unless the Gorge Commission determines that the uses adversely affect the scenic, cultural, natural, or recreation resources of the Scenic Area. These uses will be considered discontinued and subject to land use ordinances under the Management Plan if any of the following conditions exist:
  - A. The mined land has been reclaimed naturally or artificially to a point where it is revegetated to 50 percent of its original cover (considering both basal and canopy) or has reverted to another beneficial use, such as grazing. Mined land shall not include terrain that was merely leveled or cleared of vegetation.
  - B. The site has not maintained a required state permit.
  - C. The site has not operated legally within 5 years before the date of adoption of the Management Plan.
8. Uses involving the exploration, development, or production of sand, gravel, or crushed rock in the SMA may continue if both of the following conditions exist:



- A. The sand, gravel, or crushed rock is used for construction or maintenance of roads used to manage or harvest forest products in the SMA.
  - B. A determination by the Forest Service finds that the use does not adversely affect the scenic, cultural, natural, or recreation resources.
- 9. Solid waste disposal sites or sanitary landfills are not allowed in the SMA.
  - 10. Except as otherwise provided, whether a use has a vested right to continue will be determined by the law on vested rights in the appropriate state.

## LAND DIVISIONS AND CLUSTER DEVELOPMENT

### GMA/SMA Policies

- 1. In general, creation of a parcel, regardless of parcel size, shall be subject to the policies and guidelines in the Management Plan.
- 2. New land divisions in the SMA are not allowed, unless the creation of a new parcel will facilitate land acquisition by the federal government to achieve the policies and guidelines in the Management Plan.

### GMA/SMA Guidelines

- 1. Unless otherwise specified, creation of a parcel, regardless of size, or any division of land except a lot-line adjustment shall be subject to the policies and guidelines in the Management Plan.
- 2. At the time of creation of one or more new parcels, consolidation of access shall be considered in order to reduce adverse effects on scenic, cultural, natural and recreation resources.
- 3. Adjustment of the boundary between two or more contiguous parcels that does not result in the creation of an additional parcel may be allowed if none of the parcels larger than the minimum parcel size before the adjustment becomes smaller than the specified minimum parcel size after the adjustment.
- 4. Where authorized in Part II of the Management Plan, a land division in the GMA may create parcels smaller than the designated minimum size and may include a bonus, as specified under guideline 6 below, in order to cluster new dwellings. Approval of cluster development shall be contingent upon submission of plans specifying dwelling sites and areas of permanent, undeveloped open land. To approve a cluster development, the local government must find that clustering

new dwellings will provide a siting opportunity not available through conventional parcel-by-parcel development. These opportunities include siting the new dwellings to:

- A. Be located in areas with screening vegetation or other features that reduce visibility of development as seen from key viewing areas.
  - B. Avoid significant landscape features.
  - C. Protect the existing character of the landscape setting.
  - D. Reduce interference with movement of deer or elk in winter range.
  - E. Avoid areas of known cultural resources.
  - F. Consolidate road access, septic drainfields, or other development features to reduce impacts associated with grading or ground disturbance.
  - G. Reduce adverse effects to riparian areas, wetlands, natural areas, rare plants, sensitive wildlife sites, or other natural resources.
  - H. Increase the likelihood of agricultural or forest management on the undeveloped land left by the cluster development.
- 5. In the GMA, following cluster development, there may be no further division of any resulting parcel for residential purposes until the subject parcel is included within the boundary of an Urban Area. The local government shall ensure permanent protection for open areas created by cluster development. No parcel in a cluster development may be smaller than 1 acre in a 5-acre Residential or 10-acre Residential designation or 2 acres in a Small-Scale Agriculture or Small Woodland designation.
  - 6. In the GMA, cluster development may create up to 25 percent more parcels than otherwise allowed by the minimum parcel size on lands designated 5-acre Residential or 10-acre Residential and up to 50 percent more on lands designated Small-Scale Agriculture or Small Woodland. Any division in a cluster development under this guideline may create at least one additional parcel.
  - 7. In the GMA, at least 75 percent of land subject to a cluster development shall be permanently protected as undeveloped land.
  - 8. In the GMA, contiguous parcels in the same ownership or in separate ownership may be consolidated and redivided to take advantage of cluster development bonuses.

## TEMPORARY USE--HARDSHIP DWELLING

### GMA Guidelines

1. A permit for the temporary placement of a mobile home in the GMA may be granted under the following circumstances:
  - A. A family hardship exists where conditions relate to the necessary care for a member of the family occupying the principal dwelling and where medical conditions relate to the infirm or aged.
  - B. The hardship dwelling will use the same subsurface sewage disposal system used by the existing dwelling, if the system is adequate to accommodate the additional dwelling, unless the additional dwelling can use an existing public sanitary sewer system.
  - C. The hardship dwelling is found to be consistent with the guidelines for protection of scenic, cultural, natural, and recreation resources.
2. A permit may be issued for a 2-year period, subject to annual review for compliance with the provisions of this section and any other conditions of approval.
3. Upon expiration of the permit or cessation of the hardship, whichever comes first, the mobile home shall be removed within 30 days.
4. A new permit may be granted upon a finding that a family hardship continues to exist.

## SEWER AND WATER SERVICES

### GMA/SMA Policies

1. Sewer lines may be extended from an Urban Area into a rural area to serve:
  - A. Areas with a documented health hazard.
  - B. Recreation uses open to the public, only upon a demonstration by the local government that there is no practicable alternative to providing service to the area. In such cases, the lines shall be engineered and sized solely to serve the defined area or use. Such lines shall not be relied upon as the sole justification for revision to an Urban Area boundary.

2. New uses authorized in the Management Plan may hook up to existing sewer and water lines in rural areas.

## DOCKS

### GMA/SMA Policies

1. Multiple use of docks on the Columbia River and its tributaries shall be encouraged. Private, single-purpose docks shall be discouraged.
2. New docks shall be consistent with applicable guidelines for protection of scenic, cultural, natural, and recreation resources.

### GMA/SMA Guidelines

1. New, private docks and boathouses serving only one family and one property shall be allowed, up to 120 square feet in size.
2. New, private docks and boathouses serving more than one family and property shall be allowed, up to 200 square feet in size.
3. Public docks open and available for public use shall be allowed.

## HOME OCCUPATIONS AND COTTAGE INDUSTRIES

### GMA/SMA Policy

1. Small-scale cottage industries or commercial use associated with residential use shall be allowed, subject to guidelines to minimize adverse effects on scenic, cultural, natural, and recreation resources.

### GMA/SMA Guidelines

1. Home occupations and cottage industries may be established as authorized in specified land use designations consistent with the following conditions:
  - A. A home occupation may employ only residents of the home.
  - B. A cottage industry may employ up to three outside employees.



- C. No more than 25 percent of the total actual living space of the dwelling may be used for the home occupation or cottage industry.
- D. No more than 500 square feet of an accessory structure may be used for a home occupation or cottage industry.
- E. There shall be no outside, visible evidence of the home occupation or cottage industry, including outside storage.
- F. Exterior structural alterations to the residence for the home occupation or cottage industry shall not be permitted. New structures shall not be constructed for the primary purpose of housing a home occupation or cottage industry.
- G. No retail sales may occur on the premises, except incidental sales at lodging establishments authorized in this chapter.
- H. One non-animated, non-illuminated sign, not exceeding 2 square feet in area, may be permitted on the subject structure or within the yard containing the home occupation or cottage industry.
- I. Parking not associated with residential use shall be screened so it is not visible from key viewing areas.
- J. A bed and breakfast lodging establishment that is two bedrooms or less is considered a home occupation and shall meet the guidelines for "Bed and Breakfast Inns," below, except for policy 3.

## BED AND BREAKFAST INNS

### GMA/SMA Policies

1. Bed and breakfast inns associated with residential use shall be allowed, subject to guidelines to minimize adverse effects on scenic, cultural, natural, and recreation resources.
2. Bed and breakfast inns shall remain rural in character and scale and distinct from motels or restaurants, which can locate in Urban Areas.
3. In the SMA, bed and breakfast inns associated with residential use shall be allowed only in structures that are included in, or eligible for inclusion in, the National Register of Historic Places.

### GMA/SMA Guidelines

1. Bed and breakfast inns may be established as authorized in specified land use designations, consistent with the following conditions:
  - A. Guests may not occupy a facility for more than 14 consecutive days.
  - B. One non-animated, non-illuminated sign, not exceeding 4 square feet in area, may be permitted on the structure or within the yard containing the structure.
  - C. Parking areas shall be screened so they are not visible from key viewing areas.



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*Freight train rounding  
the Cape Horn cliffs  
in Washington*

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## INDUSTRIAL DEVELOPMENT

### GMA/SMA Policy

1. New industrial development shall not be allowed in the Scenic Area outside Urban Areas.

## VARIANCES FROM SETBACKS AND BUFFERS

### GMA Policies

1. When setbacks or buffers specified in the guidelines for protection of scenic, cultural, natural, recreation, agricultural, or forestry resources overlap or conflict, they should be varied in a manner to achieve, to the greatest extent possible, the overall protection of the affected resources.
2. Setbacks and buffers specified in the guidelines for protection of scenic, cultural, natural, recreation, agricultural, or forestry resources shall not be applied in the GMA in a manner that deprives the owner of a parcel of land the opportunity to establish a residence on the land if that opportunity is otherwise authorized by the land use designation.

### GMA Guidelines

1. When setbacks or buffers specified in the guidelines for the protection of scenic, cultural, natural, recreation, agricultural, or forestry resources overlap or conflict, the setbacks or buffers may be varied upon a demonstration that both of the following conditions exist:
  - A. A setback or buffer specified in the Management Plan to protect one resource would cause the proposed use to fall within a setback or buffer specified in the plan to protect another resource.
  - B. Variation from the specified setbacks or buffer would, on balance, best achieve the protection of the affected resources.
2. A setback or buffer specified in the guidelines for protection of scenic, cultural, natural, recreation, agricultural, or forestry resources may be varied in the GMA to allow a residence to be built on a parcel of land upon a demonstration that all of the following conditions exist:
  - A. The land use designation otherwise authorizes a residence on the tract.
  - B. No site exists on the tract (all contiguous parcels under the same ownership) on which a residence could practicably be placed in full compliance with the setback or buffer.
  - C. The variance from the specified setback or buffer is the minimum necessary to allow the residence.

## VEGETATION CONTROL METHODS

### GMA/SMA Policy

1. State and county highway right-of-way managers should use vegetation control methods that have the least adverse effect on soils, native plant populations, riparian areas, wetlands, and wildlife habitat.

## REVIEW USES

### GMA/SMA Policies

1. Review uses are those uses subject to applicable guidelines for protection of scenic, cultural, natural, recreation, agricultural, and forestry resources and such other guidelines as are specified in the Management Plan. Conditions are often applied to new review uses.
2. Local governments shall notify the four Indian tribal governments, the appropriate state, the Gorge Commission, and the Forest Service of all land use applications that involve land divisions; residential, commercial or industrial development; or the exploration, development, or production of mineral resources.
3. Uses by state or federal agencies shall comply with the policies and guidelines in the Management Plan.
4. Land use applications for review uses shall include a site plan that provides complete, detailed information about a proposed use.
5. Recreation sites shall be protected from adjacent uses that would detract from their use and enjoyment.

### GMA/SMA Guidelines

1. Conditions attached to approval of uses shall be recorded in county deeds and records to ensure notice of the conditions to successors in interest.
2. The Gorge Commission and the Forest Service shall add new resource information to their inventories as soon as it becomes available and shall provide the information to local governments for use in review of proposed projects.



3. All site plans shall include the information listed below. As specified in the guidelines of the Management Plan, supplemental information shall be required for (1) forest practices in the SMA, (2) production and development of mineral resources in the GMA, (3) proposed uses visible from key viewing areas, and (4) proposed uses located near cultural resources, wetlands, streams, ponds, lakes, riparian areas, sensitive wildlife habitat, and sensitive plant sites.
  - A. Project applicant's name and address.
  - B. Location of the proposed use, including township, range, section, county, and tax lot number.
  - C. A written description of the proposed use, including details on the height, exterior color(s), and construction materials of proposed structures.
  - D. A list of key viewing areas from which the proposed use would be visible.
  - E. A map of the project area. The map shall be drawn to scale. The scale of the map shall be large enough to allow the reviewing agency to determine the location and extent of the proposed use and evaluate its effects on scenic, cultural, natural, and recreation resources. The map shall be prepared at a scale of 1 inch equals 200 feet (1:2,400), or a scale providing greater detail. If a parcel is very large, the map does not have to show the entire parcel. Rather, it can show only those portions of the parcel affected by the proposed use. The map shall include the following elements:
    - (1) North arrow.
    - (2) Map scale.
    - (3) Boundaries, dimensions, and size of the subject parcel.
    - (4) Significant terrain features or landforms.
    - (5) Groupings and species of trees and other vegetation on the parcel.
    - (6) Location and species of vegetation that would be removed or planted.
    - (7) Bodies of water and watercourses.
    - (8) Location and width of existing and proposed roads, driveways, and trails.
    - (9) Location and size of existing and proposed structures.

- (10) Location of existing and proposed services, including wells or other water supplies, sewage disposal systems, power and telephone poles and lines, and outdoor lighting.
  - (11) Location and depth of all proposed grading and ditching.
- 4. A review use may be allowed only pursuant to a process that provides at least the following:
  - A. Notice of the land use application or notice of the initial decision to landowners within 200 feet of the perimeter of the subject parcel unless a greater distance is specified in the Management Plan.
  - B. Notice of the land use application to the Forest Service and the Gorge Commission.
  - C. An opportunity to request a hearing.
  - D. A written decision with findings of fact and conclusions of law.
- 5. Where local governments have no regulatory authority over state and federal actions, the Forest Service and Gorge Commission shall develop agreements with applicable state, bistate, or federal agencies for review of the agencies' project proposals.
- 6. If new buildings or structures may detract from the use and enjoyment of established recreation sites on adjacent parcels, an appropriate buffer shall be established between the building/structure and the parcel.

## SMA SIGN PROVISIONS

### SMA Goal

Allow signs in the SMA that meet the functional needs for which they are designed while minimizing scenic impacts.

### SMA Policies

- 1. All signs located in the SMA and public signs located adjacent to public road rights-of-way must be designed and located in compliance with the standards described in the Columbia River Gorge National Scenic Area Graphic Signing System and must conform to the standards contained in the *Manual for Uniform Traffic Control Devices*.

2. New signs shall meet the minimum provisions of these guidelines in all cases where these provisions do not conflict with other regulations intended for public safety and information.

### **SMA Guidelines**

1. New signs shall be allowed as specified in the applicable land use designation.
2. No sign shall be erected or placed in such a manner that it may interfere with, be confused with, or obstruct the view of any traffic sign, signal, or device.
3. Preexisting signs are allowed to continue, provided no changes occur in size, structure, color, or message.
4. All new signs shall meet the following guidelines and be consistent with the *Manual for Uniform Traffic Control Devices*:
  - A. Signs shall be maintained in a neat, clean, and attractive condition.
  - B. The character and composition of sign materials shall be harmonious with the landscape and/or related to and compatible with the main structure upon which the sign is attached.
  - C. Signs shall be placed flat on the outside walls of buildings, not on roofs or marquees.
  - D. Signs shall be unobtrusive and have low contrast with the setting.
  - E. The visual impact of the support structure shall be minimized.
  - F. Outdoor sign lighting shall be used for purposes of illumination only, and shall not be designed for, or used as, an advertising display, except for road safety signs.
  - G. The backs of all signs shall be visually unobtrusive, nonreflective, and blend in with the setting.
  - H. Internal illumination or backlighting of signs shall not be permitted except for highway construction, warning, or safety.
5. Temporary signs shall be permitted without review and shall meet the following standards in addition to those specified in guideline 4:
  - A. One political sign per parcel road frontage. The sign shall be no greater than 12 square feet in area and displayed for no more than 60 calendar days. Removal must be accomplished within 30 days of election day.

- B. "For Sale" sign not greater than 12 square feet. Removal must be accomplished within 30 days of close of sale.
  - C. One temporary construction site identification sign not greater than 32 square feet. Removal must be accomplished within 30 days of project completion.
  - D. Signs providing direction to and announcement of temporary garage/yard sales, provided placement duration does not exceed 3 days and signs are not greater than 2 square feet in area.
  - E. Temporary signs advertising civil, social, or political gatherings and activities, not exceeding 12 square feet and placed no longer than 10 days in advance of the event. Removal must be accomplished within 30 days of the close of the event.
  - F. Temporary signs of public service companies indicating danger and/or service and safety information. Removal must be accomplished upon project completion.
6. Public signs shall meet the following standards in addition to guidelines 1 through 5 of this section:
- A. The Graphic Signing System provides design standards for public signs in and adjacent to public road rights-of-way. All new and replacement public signs shall conform to the guidelines in this system. Types of signs addressed include recreation site entry, route marker, interpretive, guide, directional, and urban area entry.
  - B. Signs located outside public road rights-of-way are encouraged to be designed in a way that is consistent with similar-purpose signs described in the Graphic Signing System.
  - C. Signs posted by governmental jurisdictions giving notice to the public shall be no larger than that required to convey the intended message.
7. Signs for public and commercial recreation facilities, home occupations, cottage industries, and commercial uses shall meet the following guidelines in addition to guidelines 1 through 5 and 9 of this section:
- A. Signs posted on private property warning the public against trespassing, danger from animals, or the private nature of a road, driveway or premise, or signs prohibiting or otherwise controlling fishing or hunting shall be allowed, provided such signs are not greater than 2 square feet.
  - B. Any sign advertising or relating to a business that is discontinued for a period of 30 consecutive days shall be presumed to be abandoned and shall



be removed within 30 days thereafter, unless permitted otherwise by the jurisdictional authority.

- C. Any signs relating to or advertising for a business shall be brought into conformance with these sign guidelines before any expansion or change in use that is subject to review by the counties.
  - D. Offsite and onsite directional signs on approach roads to recreational facilities may be permitted. Name and interpretive signs may be permitted onsite, but should be kept to the minimum required to achieve the purpose(s) of the facilities.
  - E. Commercial recreation businesses approved in conjunction with a recreational facility may have a name sign not exceeding 16 square feet.
  - F. Recreation developments may have one on-premise name sign at each principal entrance. Such signs are encouraged to be of a low profile, monument type, and shall conform to the Graphic Signing System.
8. The following signs are prohibited:
- A. Advertising billboards.
  - B. Signs that move or give the appearance of moving, except signs used for highway construction, warning, or safety.
  - C. Portable or wheeled signs, or signs on parked vehicles where the sign is the primary use of the vehicle, except for signs used for highway construction, warning, or safety.

## **SMA TRANSPORTATION**

### **SMA Goal**

Provide for transportation facilities to meet the needs of the traveling public and to implement the recreation development plan and land use designations while protecting scenic, cultural, recreation, and natural resources.

### **SMA Policies**

1. All new transportation facilities shall protect the scenic, cultural, recreation, and natural resources.

2. The Historic Columbia River Highway should be maintained as a historic tour route and recreation experience, and, where appropriate, as a farm-to-market and residential access road. Reconnection of the abandoned sections of the highway should be provided.
3. The scenic integrity of the Columbia River shall be protected, while providing for navigation and recreation needs.
4. Changes or improvements to existing transportation facilities are allowed in all land use designations, including open space, when required for safety and designed to avoid or mitigate adverse effects on scenic, cultural, natural, and recreation resources.
5. Alternate modes of transportation to destination recreation facilities are encouraged, including use of shuttles, waterway facilities, and rail travel, to facilitate visitation and reduce impacts to scenic, cultural, natural, and recreation resources.



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*Interstate highway  
and railroad are  
adjacent to the river  
through much of the  
Gorge*

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### SMA Guidelines

1. A site plan shall be required for all new transportation facilities to ensure protection of the scenic, cultural, recreation, and natural resources.
2. Sign clutter and other negative visual effects from excessive signs along all roads and highways, and at parking lots and recreation facilities, shall be reduced.

3. Directional and safety signs are allowed to the extent necessary to satisfy requirements for smooth traffic flow and public safety. All parties and jurisdictions placing such signs must do so in accordance with the Graphic Signing System, consistent with the standards in the *Manual on Uniform Traffic Control Devices*.
4. Interstate 84 shall not have interpretive signing, except for signs permitted for services. Regulatory, warning, service, and other signs as provided for in the Graphic Signing System are allowed.
5. Accommodation of facilities for mass transportation (bus parking, etc.) shall be required for all new high-intensity (Recreation Intensity Class 3 and 4) day-use recreation sites, except for sites predominantly devoted to boat access.
6. Mass transportation shall be considered and implemented, if feasible, for all proposed variances to Recreation Intensity Class 4. (See SMA guideline 7 in Part I, Chapter 4: Recreation Resources.)





# PART III

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## Action Program



# Recreation Development Plan

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The Recreation Development Plan represents a dynamic program whose purpose is to implement high-priority proposed public recreation facilities. The recreation intensity classes (Part I, Chapter 4) identify suitable levels of recreation uses for all lands in the Scenic Area and accommodate provision of recreation opportunities by both public and private sectors. The Recreation Development Plan, in contrast, is an "action program" for public recreation facilities. It highlights selected sites and proposed projects at those sites that, when implemented, will best achieve the recreation goals and objectives of the Management Plan. These proposals for both the GMA and SMA are shown on the Recreation Development Plan map in this chapter.

Section 16 of the Scenic Area Act authorizes \$10 million to be distributed by the Secretary of Agriculture for the construction of recreation facilities plus \$2.8 million specifically to restore and reconstruct abandoned segments of the Historic Columbia River Highway. It is strongly recommended that the sites described in this chapter be given priority consideration for receipt of the public funds authorized in the Act, as well as consideration for funding from

other public sources in federal, state, or local programs.

In 1990, as part of the planning process for the Management Plan, detailed "compatibility studies" were conducted for several of the sites included in the Recreation Development Plan. These studies evaluated the presence and, where possible, the significance and sensitivity of natural, cultural, and scenic resources on these sites and the degree of compatibility between planned recreation uses and such resources. Because of limits of time, budgets, and personnel, it was necessary to select the most important of the potential sites in the Recreation Development Plan for the compatibility studies. It is recommended that similar evaluations be conducted for other proposed sites that have not yet been subject to in-depth compatibility analyses. Such studies should provide baseline data on resources at the site and should influence basic design concepts and levels of facility development eventually proposed for construction. These studies should precede preconstruction engineering studies. In the GMA section of this chapter, these sites are specifically identified as priorities for further study. In the SMA section, specific

areas that require further study and issues of concern are identified in the "Site Description" or "Trail Description" discussions.

As a result of the compatibility studies completed to date and other investigations of potential sites, enough information is known about certain sites to recommend implementation of proposals. At these sites, some additional study of limited areas for specific issues is recommended, but could occur simultaneously with project implementation. At other sites, however, the preliminary investigations

indicate the need for substantial further study of sensitive resources and potential conflicts from recreation uses, before project implementation. These sites are also identified as priorities for further study. The recommendations for specific sites in the Recreation Development Plan identify important next steps to pursue, and reflect the conclusions from the compatibility studies where applicable.

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## GMA AND URBAN AREA PROVISIONS

### *GMA and Urban Area Goal*

Identify those highest priority recreation projects that best meet the recreation goals and objectives of the Management Plan and facilitate their implementation through the Recreation Development Plan.

### *GMA and Urban Area Policies*

1. Projects identified in the Recreation Development Plan are high priorities for public funding and shall receive preferential consideration for receipt of public monies as authorized in Section 16(b) of the Scenic Area Act and other funds, such as federal, state and local agency grants; foundation grants; and other sources.
2. Disbursement of monies authorized in Section 16(b) of the Scenic Area Act for the GMA shall be limited to projects included in the Recreation Development Plan for the GMA and Urban Areas.
3. The Gorge Commission shall maintain and update the "Inventory of Potential Recreation Sites" and the "Inventory of Potential Trails and Travelways" as the need to do so arises. Updating may include adding new proposals to the inventories. These inventories are referred to in the remaining policies of this chapter as "the potential recreation inventories."



4. The Gorge Commission shall prepare and maintain a 5-year recreation strategy as a basis for establishing priorities for the Recreation Development Plan. The Gorge Commission shall review and update the Recreation Development Plan annually. Projects added to the 5-year strategy shall be drawn from the potential recreation inventories and shall have been evaluated for compliance with applicable Management Plan policies for the protection of natural, cultural, and scenic resources and avoidance of effects on Indian treaty rights.
5. The Gorge Commission shall evaluate proposed recreation facilities at sites in Urban Areas, in consultation with port districts, city and county park agencies, Indian tribal governments, and other appropriate groups, and add appropriate sites to the potential recreation inventories. Such sites may be included in future additions to the Recreation Development Plan.
6. Urban Area projects included in the Recreation Development Plan shall comply with GMA Management Plan policies regarding the following:
  - A. Indian treaty rights.
  - B. Wetlands, aquatic and riparian areas.
  - C. Sensitive wildlife habitat.
  - D. Sensitive plants.
  - E. Cultural resources.
7. Urban Area projects included in the Recreation Development Plan shall be designed in a manner that is compatible with, and where practicable, enhances the visual quality of their setting. These projects should include design features such as generous plantings of native and naturalized riparian vegetation, screening of parking areas, minimizing large areas of parking lots, minimizing grading, providing public green spaces, etc. Projects that rehabilitate and improve the aesthetic quality of previously disturbed areas will be given preferential consideration for receipt of funds.
8. The Gorge Commission shall review proposals for grants for recreation projects annually and submit to the Secretary of Agriculture a list of projects recommended for receipt of recreation grant monies as authorized under Section 16(b) of the Scenic Area Act.
9. Those projects prioritized for further study, as specified in the Recreation Development Plan, may be considered eligible for facility construction funds pending the completion and results of such studies.

10. Public funds for a site included in the Recreation Development Plan shall be made available only to those proposed projects consistent with the recommendations for that site in the Recreation Development Plan.
11. Preferential consideration for public funding shall be given to projects demonstrating the following characteristics:
  - A. Provision of substantial barrier-free opportunities.
  - B. Provision of accommodation for alternative or mass transportation.
  - C. Favorable investment/user ratio.
  - D. Agency partnerships.
  - E. Strong public support.
  - F. Enhancement of scenic, natural, and/or cultural resources.
12. The Gorge Commission shall periodically monitor implementation of projects wholly or partially funded pursuant to Section 16(b) of the Scenic Area Act to evaluate their compliance with policy 11, above.

### **GMA and Urban Area Recreation Development Plan Grant Guidelines**

1. To be eligible for receipt of Scenic Area recreation grants, project applicants shall submit an application packet to the Gorge Commission. Information submitted shall include the following:
  - A. A formal request by a public agency that either owns the site upon which a proposal is located or manages that site. In the latter case, documentation of landowner consent for the proposal shall be included.
  - B. A preliminary facility plan, showing the type, location and design features of all proposed development. (The plan may be conceptual.) This plan should indicate the location of any buildings, roads, parking areas, landscaping, irrigation, water storage, and/or other fire suppression features; grading work; and other site improvements associated with the proposal.
  - C. A narrative report (may include supporting maps or other graphics) addressing the presence of the following resources on the site and the proposed project's potential effects (and appropriate mitigation measures, if applicable) on those resources:
    - (1) Archaeological, historic or other cultural resources.

- (2) Wetlands, aquatic, and riparian areas; sensitive wildlife habitat; sensitive plants.
- D. A discussion of tribal treaty fishing activities (or other tribal activities protected by treaties) in the project vicinity and the proposed project's potential effects on those activities (and, if applicable, mitigation measures to avoid effects to such activities).
- E. An itemized request for a specified amount of money for construction of those facilities described in the preliminary facility site plan. (Costs of mitigation measures that are required as part of facility development may be included in funding requests.)
- F. A discussion of how the project complies with the six criteria listed in policy 11, above.

### **GMA and Urban Area Proposals**

This section describes proposed recreation development for sites in the GMA and Urban Areas. The site numbers refer to the Recreation Development Plan map and Tables 12 and 13 at the end of this chapter.

#### **No. 1, T1**

#### **Steigerwald Northwest Gateway/Cottonwood Beach Trail**

**Site Description:** The site consists of approximately 15 acres of land on the northern edge of Steigerwald Lake National Wildlife Refuge, just south of the Burlington Northern Railroad's crossing under Washington State Route 14. It contains several abandoned, dilapidated barns and accessory buildings from a dairy farm that once occupied the site.

The site received a compatibility study in 1990, the results of which indicate the absence of any significant or sensitive natural, cultural, or scenic resources that would substantially constrain recreation facility development. Recreation Intensity Class: 3 (gateway site), 1 (lands traversed by proposed trail route).

**Development Proposal:** It is recommended that a small to moderate-sized facility be established, combining the functions of a refuge office and wildlife/wetlands interpretive and education facility with those of a "gateway" facility. The former should be emphasized, with the development of appropriate interpretive and environmental education programs highlighting the natural resources of the refuge, as well as wetlands restoration and other ongoing refuge programs. To fulfill the facility's function as a gateway to the Scenic Area, visitor information, maps, and brochures should be provided. This information should encourage visitation of the Skamania Lodge Conference Center in Stevenson and the Gorge Discovery Center in The Dalles.

It is also recommended that a trail be developed from this facility to the Columbia River, using the existing dirt road running directly south from the proposed facility site. At the river, the trail should continue on the top of the dike to the west, connecting to Cottonwood Beach and the recreation opportunities being planned in that area. The U.S. Fish and Wildlife Service should manage the trail to highlight, yet protect, the refuge. Seasonal closures during critical periods may be appropriate.

The U.S. Fish and Wildlife Service should be the primary agency involved in this project. Logical partners could be the Washington Parks and Recreation Commission, the Washington Department of Wildlife, the U.S. Forest Service National Scenic Area Office, the Port of Camas-Washougal, Clark County, and local chambers of commerce.

#### No. 4

##### Franz Lake Viewpoint

**Site Description:** The site is a small area about 3 acres in size. It is located south of and adjacent to Washington State Route 14, between the highway and the Burlington Northern Railroad, about 1 mile west of Skamania.

It is currently undeveloped, partially wooded, and primarily in the highway or railroad right-of-way. This site is directly north of Franz Lake and offers opportunities for public viewing of wildlife (particularly tundra swans) at the Franz Lake National Wildlife Refuge. The railroad provides an effective barrier between this site and refuge lands, mitigating potential impacts to the wildlife that could result from public access. Public wildlife viewing opportunities are afforded without actually having to introduce people onto refuge lands. Recreation Intensity Class: 3.

**Development Proposal:** A small parking area (possibly accommodating approximately 20 to 25 vehicles) should be developed, with an associated viewing area and some limited interpretive signage highlighting the new refuge's programs and its unique features, particularly the swans and the need to protect them. A turning lane for westbound visitors should be considered, as well as other highway modifications necessary for public safety. This project should be cooperatively implemented by the Washington Department of Transportation and the U.S. Fish and Wildlife Service.

#### No. 6

##### Doetsch Ranch

**Site Description:** The site consists of a large, flat area approximately 160 acres in size, located south of the Burlington Northern Railroad and stretching to the Columbia River shore. The western third of the site is within the GMA. This discussion refers to the entire property, but emphasizes the GMA portion.



The property consists of those lands between the Skamania Landing subdivision and the Beacon Rock State Park boating facility. It is wholly owned by the Washington Parks and Recreation Commission. Much of the property is open pasture or wetlands, with areas of riparian forest located along the shore in the eastern two-thirds and in other portions of the eastern end. The north-central portions are forested, as well. The western portions of the site offer stunning panoramas of the massive walls of the central Gorge on the Oregon side. Excellent views of Beacon Rock are afforded throughout the property. A broad, sandy beach forms most of the shoreline for the western third of the property.

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*Public boat moorage  
at Beacon Rock State  
Park, Washington*

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Compatibility studies were completed for this site in 1990. Large portions of the western third of the site were identified as wetlands with important wildlife habitat values, as were some portions in the eastern two-thirds. It is recommended that high-intensity facility development be prohibited in these areas, and habitat values protected and enhanced. An archaeological survey identified several cultural resources on this property, the most significant of which is believed to be the site of an Indian village (Wahclallah) visited by Lewis and Clark. While this site covers a small portion of the total property, it is likely that a highly significant resource that requires stringent protection could be discovered.

The northeast area in the GMA portion of the property has been identified as lacking any significant or sensitive resources that would constrain recreation facility development. Recreation Intensity Class: 4 and 1 (GMA portion), 4 and 2 (SMA portion).

**Development Proposal:** The Doetsch property represents perhaps the most outstanding opportunity in the entire Scenic Area for a new multipurpose, resource-based public recreation area providing additional river access in a spec-

tacular setting. A broad range of opportunities exists, particularly in the eastern two-thirds of the property, where natural resource constraints are fewer than in the western end and existing state park water-oriented facilities are proximate.

It is strongly recommended, however, that a thorough subsurface archaeological investigation be performed for the entire SMA portion of the site. Development of an overnight campground is recommended in this area, pending the results of such an investigation and, if applicable, development of appropriate mitigation and protection measures.

The GMA portion offers outstanding day-use opportunities, with an emphasis on preservation of the natural landscape and wildlife values, and interpretation of the area's significant cultural resources. Picnicking, walking and bicycling paths, beach access (for swimming and bank fishing), and interpretive facilities should be provided. Facility development should be focused in the northeast portion of the GMA section (Recreation Intensity Class 4 area), with the exception of a few carefully sited and designed pathways. Interpretive efforts must be carefully coordinated with Indian tribal governments and include stringent protection measures. Some additional archaeological investigations of the Wahclallah village site are necessary to fully assess its significance and develop appropriate protection measures. As this may be one of only a few remaining sites visited by the Lewis and Clark expedition, it is very significant to the history of the Gorge, serving as a rare link between prehistoric and historic periods. Remains of a historic fish wheel, in relatively good condition, are also found on the property, and should be the subject of interpretation and protection efforts.

Enhancement of wetland and wildlife habitat values should be undertaken on the western portions of the site, in concert with facility development elsewhere on the property. These efforts could be interpreted, as well. Seasonal closures of sensitive areas in the park during crucial wildlife periods should be considered, in consultation with state and federal wildlife agencies.

The site should be designed, developed, and managed by the Washington Parks and Recreation Commission, as an addition to Beacon Rock State Park. Cooperative development of interpretive facilities with local and state historic societies, tribal representatives, and state and federal wildlife agencies is recommended.

#### No. 9

#### High Bridge Park

**Site Description:** This site consists of approximately 10 acres of land in Skamania County ownership located a few miles north of Carson and about 1/4 mile west of the Wind River High Bridge. It is at the bottom of the canyon, adjacent to the west bank of the Wind River, and is generally wooded and undeveloped. The site receives moderate levels of use on spring and summer weekends and during fishing seasons as a fishing access and general river access site. Recreation Intensity Class: 3.

**Development Proposal:** A small to moderate-sized parking area should be provided, along with some picnicking and comfort facilities. In addition to picnicking, fishing and swimming activities, the site could serve as a trailhead (pending development of the proposed Wind River trail in the SMA--Trail Proposal T8) and a takeout point for river runners.

The site should be developed and managed by Skamania County, possibly in partnership with the Forest Service. This site is included as an implementation priority because of the following factors: the high demand and use levels associated with river access, the existing use of and road access to the site, the county's ownership, and the absence of inventoried sensitive resources.

#### No. 11

#### Wind River

**Site Description:** The site, known locally as "the log dump," is an abandoned industrial site located on low-lying river bottomlands on the west bank of the Wind River near its mouth, just north of Washington State Route 14. It is in private ownership. A shallow, protected lagoon area is included in the northeast portion of the site. Much of the site has been disturbed by its prior industrial use, including an old rusting bulkhead forming part of the river shore just south of the lagoon. Some natural riparian wetland vegetation is returning to the site, particularly at the north end.

The site offers excellent opportunities to provide day-use river access, particularly as a safe swimming area for families in the protected lagoon, bank fishing and possible access by small boats, and picnicking. Opportunities for some overnight camping facilities also exist. Substantial efforts to recontour the shoreline to a more natural state in the bulkhead area and restore some of the original wetlands in concert with public access development would result in enhancement of natural and recreational resources.

It is important to note that this site is located in a sensitive wildlife habitat and fishery area. Prior proposals to develop intensive, commercial uses with overnight lodging facilities on the site generated significant concerns from the Washington Departments of Wildlife and Fisheries.

Based on the concerns expressed and the sensitivity of natural resources in the area, development recommendations emphasize provision of day-use river access recreation activities, with some overnight camping opportunities. Recreation Intensity Class: 4 and 1.

**Development Proposal:** It is recommended that a river access park emphasizing day-use be developed at the site. Parking for 50 to 100 vehicles could be provided, as well as picnic areas, bank fishing areas, a small dock or similar moorage facility for small boat tieups, and possibly some overnight camping. Walking paths should



be provided, and the development of wetlands interpretive walkways and signage should be explored in concert with wetlands restoration efforts. Seasonal closures during critical wildlife periods should be explored.

It is recommended that wetlands restoration and enhancement efforts be required as a condition of approval for recreation facility development. The site is currently in private ownership. It is recommended that it be acquired by either the Washington Parks and Recreation Commission, Skamania County, the Forest Service, or another appropriate recreation-providing agency for recreation facility development and management. The Washington Department of Wildlife should be a partner in developing a wetlands restoration/enhancement plan with the applicable agency pursuing recreational development.

It is recommended that this site be given priority for a thorough study of its natural values and the development of a habitat and wetlands restoration/enhancement plan before facilities are implemented and construction funding is secured. Consultation with the Washington Departments of Wildlife and Fisheries, particularly regarding the magnitude, design, and management of overnight camping facilities, is essential to ensure protection of the area's sensitive resources.

#### **No. 13** **Drano Lake**

**Site Description:** This site consists of an approximately 1-acre gravel parking area and associated boat ramp on the north side of Washington State Route 14 on Drano Lake. The ramp provides boat access to both Drano Lake and the Columbia River.

The site is heavily overused during fishing seasons, as this is one of the most popular salmon and steelhead fishing areas and the existing facility is very limited in space. Overcrowding results in vehicles illegally parking along the highway shoulder, creating a public safety hazard.

The Skamania County Parks Department applied for and received U.S. Army Corps of Engineers approval to fill an additional acre of submerged land to expand the existing facility and provide an additional launch lane, a dock, and vault toilets. Recreation Intensity Class: 4.

**Development Proposal:** Additional facility development is recommended, as specified in the approved U.S. Army Corps of Engineers permit for the Skamania County Parks Department. Funding for construction has been secured for the approved expansion. Immediate implementation is recommended because of the project's approved status and the pressing need to expand this overused facility.





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*Sport fishing is very popular at Drano Lake in Washington*

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#### No. 14

#### Spring Creek Hatchery

**Site Description:** The site is located 2 miles west of White Salmon, on the south side of Washington State Route 14. It is managed by the U.S. Fish and Wildlife Service for hatchery purposes and is owned by the U.S. Army Corps of Engineers.

The site encompasses the first 1/4 mile of the hatchery access road, which turns eastward from the highway intersection and parallels the river. As result of some recent site improvements, parking for approximately 175 cars is available on the north side of the access road. Approximately 5 acres are used for windsurfing rigging between the access road and the shoreline, which is generally rocky. Picnicking, walking, fishing, and windsurfing viewing also occur in this area. An additional area covering several acres of currently vacant land is available for parking on private property north of Washington State Route 14. Although this private land is now used as part of the public recreation site, providing overflow parking for as many as 75 cars, it is part of an approved destination resort (yet to be developed). The site is one of the most popular and overcrowded windsurfing sites in the Gorge, considered one of the three best expert sites on the Washington shore. The site also provides river access for anglers.

Currently, the site is suffering from several major operational and management problems. The site was never intended to accommodate the intensive use occurring presently. Hence, provision of restrooms, sanitation, and other amenities do not adequately address the site's needs during peak periods.

A public safety problem exists because of the many people who cross Washington State Route 14 with heavy equipment in high winds. The U.S. Fish and Wildlife

Service has gone to great lengths to allow the windsurfing use to continue, and has tried to ameliorate some of these problems. This agency, however, has neither the personnel, background, resources, or program orientation to manage such an intensive recreation site. Recreation Intensity Class: 4.

**Development Proposal:** The two most pressing needs for this site are: (1) operation and management by a public recreation agency with the resources, skills, and program orientation appropriate for resolving its many problems, and (2) a coordinated and cooperative plan, design, and management program linking the private lands used in association with this site north of Washington State Route 14 with the public lands south of the highway.

It is recommended that a public agency with extensive recreation management experience, such as the Forest Service, explore taking on the management role.

The Forest Service or other appropriate agency should consider entering into negotiations for such arrangements with the U.S. Army Corps of Engineers and the U.S. Fish and Wildlife Service. In addition, it is essential that a management plan be developed to address potential effects on tribal treaty fishing occurring in the vicinity, including mitigation measures to avoid such effects where applicable. Additional development should focus primarily on improving parking and safety and reducing congestion. Coordinating parking use north of the highway and providing a safe pedestrian crossing (through a pedestrian underpass or other measures) is essential to maintaining current usage levels of the site.

Restroom and trash facilities are also needed. If substantial parking and safe highway crossing can be provided, areas south of the highway could be devoted to spectator viewing areas, picnic facilities, and additional rigging areas. This site should be a high priority for public funding, pending resolution of both the site management issue and coordination with the private land north of the highway.

#### No. 15

#### White Salmon River

**Site Description:** The site consists of an approximately 48-acre parcel of federally owned land managed by the U.S. Fish and Wildlife Service, located between the east bank of the White Salmon River and Washington State Route 141. It is approximately 2 miles north of the mouth of the White Salmon River. The property is primarily undeveloped, except for some fishrearing ponds and associated facilities in the western, lower portions of the property near the river. This area is accessed via dirt road traversing the property. The site is currently not open to the public. This stretch of the White Salmon River has excellent bank and instream fishing potential. Recreation Intensity Class: 3.

**Development Proposal:** It is recommended that a small to moderate-sized day-use facility be developed by the U.S. Fish and Wildlife Service. This facility should

emphasize provision of bank fishing opportunities on the White Salmon River, especially oriented towards handicap-accessible opportunities. The U.S. Fish and Wildlife Service also has plans to expand the fishrearing ponds and related hatchery functions in the future. This project is recommended as a high priority for implementation.

**No. 20**

**Klickitat River County Park**

**Site Description:** The site consists of approximately 6 acres of land owned by Klickitat County and managed as a public park. It is located approximately 1 mile north of Lyle, between the Klickitat River and Washington State Route 142.

This park currently contains minimal facilities and improvements, including primitive campsites, a railroad crossing, a few picnic tables, limited portable sanitary facilities, and limited river access for bank fishing. Despite the limited extent of improvements, the site is heavily used during the peak summer season, sometimes beyond its designed capacity. The park offers camping, day use, and river access opportunities in an attractive, natural setting in the canyon of the lower Klickitat River. It includes vegetative communities characteristic of this canyon, including scattered, large ponderosa pines and stands of Oregon white oak. Recreation Intensity Class: 3.

**Development Proposal:** This site is prioritized for additional facility development because it offers excellent river access opportunities (bank fishing, swimming, etc.); it is already a public park use that is compatible with adjacent uses; and it is in poor condition and requires substantial improvements and upgrading to better manage the substantial use levels it already accommodates.

It is recommended that improved, designated campsites be developed. Based on the site's limited size, it is estimated that the park could accommodate perhaps 20 to 25 campsites. Additional picnic tables and a permanent chemical outhouse should also be provided. Improved trail access to the river, improvements to the access road, and necessary signage are also recommended. Some limited interpretive signage could also be provided to highlight the area's interesting botanical communities, the canyon's importance for wildlife, and its long history regarding Indian fishing activities. It is further recommended that an archaeological survey of the site precede any further development. This proposal is recommended as an implementation priority, to be pursued primarily by Klickitat County in consultation with the Washington Departments of Wildlife and Fisheries and the Yakima Indian Nation.

**No. 21**

**Doug's Beach**

**Site Description:** The site consists of about 50 acres of low-lying sandy floodplain, rocky outcrops, and wetlands. It is located south of Washington State Route 14 and



the Burlington Northern Railroad, stretching to the river. It is approximately 2.5 miles east of Lyle.

The central portion of the site is heavily used by windsurfers in the summer, and is considered by many to be the premier expert windsurfing site in the Gorge and perhaps the entire western United States. Existing facilities are minimal, consisting of parking areas along the highway shoulder, a pedestrian railroad crossing, restrooms, some fencing along the railroad, and a picnic table near the shore.

Compatibility studies were completed for this site in 1990. The central portion of the site contains a large wetland area that supports significant wildlife habitat. Future use and development plans for this site must include measures to protect this important natural area and its associated values. An archaeological survey indicated extensive areas of cultural materials covering large portions of the site. Additional investigation is required to assess the full extent and significance of archaeological resources at the site. Recreation Intensity Class: 4.



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*Gorge winds and river waves  
offer high-speed thrills*

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**Development Proposal:** It is recommended that Doug's Beach be prioritized immediately for the completion of archaeological investigations necessary to effectively and accurately assess the extent and significance of archaeological resources of the site. Until such investigations are completed, it will not be possible



to develop a meaningful set of measures to avoid and/or mitigate impacts to cultural resources. In addition to archaeological resources, questions of traditional cultural uses of this site need to be addressed, since claims of this site as a significant traditional cultural property have been made by Indian tribal governments. The need to immediately resolve crucial questions about resource impacts and conflicts from recreational usage cannot be overemphasized. In addition to the site's potentially significant cultural resources, it is among the most important recreation sites in the entire Scenic Area.

The current parking arrangement constitutes a serious potential safety hazard with respect to windsurfers crossing the state highway with heavy, bulky equipment in high winds. It is crucial that efforts to improve this hazardous arrangement be undertaken as soon as possible. In addition, current high levels of use on the site without site management or mitigation measures may damage archaeological resources.

Proper protection measures and safe facilities are essential at this site, and must be preceded by thorough cultural resource investigations. Completion of necessary cultural resource studies and protection strategies shall be required before approval of any further development or allocation of grant monies pursuant to the Scenic Area Act, except for funds earmarked for such studies. These recommendations should be implemented by the Washington Department of Parks and Recreation, in close consultation with the Washington Office of Archaeological and Historic Preservation and applicable Indian tribal governments.

## **No. 22**

### **Avery**

**Site Description:** The site consists of approximately 20 acres of riverfront land in a narrow strip south of the Burlington Northern Railroad about 6 miles east of Dallesport. The site consists of two sections on either side of an existing boat ramp, with limited camping, picnic, and restroom facilities constructed and operated by the U.S. Army Corps of Engineers (which is also the landowner). The existing boat ramp, associated facilities, and adjacent areas have been designated as an Indian in-lieu treaty fishing site. The potential public recreation site consists of only those lands south of the railroad tracks not included in the in-lieu site. The western portion of the site receives moderate levels of windsurfing use in the summer and contains no facilities. Some limited fishing occurs at both ends of the site.

Compatibility studies were completed for this site in 1990. Extensive evidence of archaeological resources was encountered in an archaeological survey of the site. Additional archaeological investigations are needed to fully assess the extent and significance of such resources. Recreation Intensity Class: 3.

**Development Proposal:** Planning efforts for this site have focused on providing a public boat launch (to replace the existing boat launch at the designated in-lieu site)

and facilities to accommodate existing river-access day-use activities (windsurfing and fishing).

Because of the extent of archaeological evidence encountered, it is recommended that this site be prioritized for further archaeological surveys. This is essential to fully assess the extent and significance of archaeological resources and to develop appropriate measures to avoid/mitigate possible impacts. Pending the outcome of complete archaeological investigations, an assessment of potential conflicts between future recreation uses and Indian treaty fishing activities associated with the adjacent in-lieu site is recommended, as well as a management plan to mitigate any identified potential conflicts. Such actions should be implemented by the U.S. Army Corps of Engineers, in consultation with applicable Indian tribal governments.

#### **No. 23, T14**

##### **Haystack Butte Trail and Trailhead**

**Trail Description:** This trail would provide approximately 3 miles of new trail, winding up the steep, south-facing slopes of Haystack Butte. It would start at a trailhead located near the junction of State Route 14 and the Wishram Road and climb to the northern boundary of the federally owned land through which the entire length of trail would traverse. The trail would climb approximately 2,000 feet, and offer outstanding scenic vistas and wildflower displays in the spring. Recreation Intensity Class: 1 (lands traversed by proposed trail route).

**Development Proposal:** It is proposed that a narrow-tread (18 inches or less) trail open to pedestrian use be developed on the lands described above. A small trailhead would be provided, probably along the north shoulder of Washington State Route 14. It is recommended that this proposed trail be subject to a compatibility study before pursuing implementation. This is very important, particularly in light of the generally high frequency of cultural resources in this area. The Forest Service would be the likely implementing agency for this proposal, considering the federal ownership of the subject lands.

#### **No. 24**

##### **Wishram**

**Site Description:** The site consists of approximately 80 acres of land about 1/2 mile east of the Wishram Urban Area. The site includes a relatively narrow strip of riverfront land south of the Burlington Northern Railroad tracks, and a larger area of gently to moderately sloping lands to the north of the railroad tracks. Two ponds located just north of the tracks are also included in the site. The area is largely open grassland, with some riparian vegetation ringing the edges of the ponds. It is currently undeveloped.

Compatibility studies were completed for the site in 1990. While no significant wildlife or botanical resources were found, the site is close to Miller Island, an area

with very significant and sensitive natural resources. Development of this site must be accompanied by stringent measures to protect Miller Island's natural resources (owned by the Forest Service).

An archaeological survey identified extensive archaeological resources north of the railroad. No such resources were encountered on river shorelands south of the railroad. The site's proximity to Miller Island raises concerns about the impact of public recreation development on the extensive cultural resources on the island. As is the case with natural resources, the cultural resources of Miller Island must be protected through a variety of measures, including restricting or limiting public access, patrols, etc. Recreation Intensity Class: 4.

**Development Proposal:** It is recommended that development of day-use river access facilities be pursued for lands south of the railroad tracks, including a boat launch, swimming, fishing and windsurfing areas. It is recommended that such efforts be pursued by either Klickitat County or the Washington Department of Parks and Recreation, in close coordination with the Forest Service. The latter agency is urged to develop a comprehensive protection plan for Miller Island in concert with development of this waterfront park.

It is recommended that development not be pursued on the lands north of the railroad, because of the presence of cultural resources. The pond (in railroad ownership) located north of the railroad, towards the western end of the site and adjacent to the Urban Area, offers some significant recreation opportunities for fishing and walking paths. Pursuit of these opportunities should be preceded by further cultural resource analyses and consultation with applicable Indian tribal governments.

## **No. 25**

### **Northeast Gateway**

**Site Description:** The site consists of approximately 10 acres of undeveloped, level ground on a high bluff overlooking the eastern Gorge. It is south of and adjacent to Washington State Route 14, about 1.5 miles west of the Scenic Area's eastern boundary. It is in Forest Service ownership. The site offers extensive views of the Gorge to the west. Recreation Intensity Class: 2.

**Development Proposal:** It is proposed that establishment of a small to moderate-sized facility be pursued. The facility would provide opportunities for picnicking, scenic appreciation, and interpretation of the rich Indian prehistoric and historic settlement of the area. It would focus primarily on welcoming and orienting visitors to the Scenic Area and encourage visitation of The Gorge Discovery Center at The Dalles.

It is recommended that a compatibility study be conducted at this site as soon as possible. This study is an important prerequisite to implementing any development



proposals here, particularly because of the generally high frequency of cultural resources in this area. The Forest Service could be the implementing agency for this proposal, possibly in partnership with Klickitat County.

**No. 29**

**Mayer Park**

**Site Description:** The site consists of approximately 30 acres of vacant, flat state park land located in Rowena, between the Union Pacific Railroad and Interstate 84. The site is adjacent to and southwest of another portion of Mayer State Park containing a new windsurfing facility along the river. This windsurfing site (known as the "Rowena Sailpark") is heavily used, and peak season usage often significantly exceeds designed parking capacity. The subject site has no river frontage. It consists primarily of grassy areas, with some scattered shrubs and two groves of trees on its east and west ends.

Compatibility studies were completed for this site in 1990. These studies identified two areas of significant wildlife habitat on the site: a grove of trees at the west end used by eagles for winter perching, and an area at the extreme east end containing some riparian habitat. A preliminary archaeological survey identified some scattered prehistoric and historic artifacts and one area with a concentration of cultural material. Some additional survey work is necessary to assess the full extent of archaeological resources and their significance, before development of protection/mitigation measures. Recreation Intensity Class: 4.

**Development Proposal:** It is proposed that this site be developed to provide overnight camping, day-use parking, picnicking, and some limited interpretive facilities. These areas, particularly camping and parking areas, are intended to support the existing river access recreation on adjacent park lands and reduce overuse and potential resource impacts from such overuse.

Design and location of such facilities should be based on the results of the compatibility studies and should focus on areas with the fewest resource constraints. Development should focus near the property's edges, retaining the central portion of the site in an open, undeveloped character to preserve views of the river through the site from the Historic Highway and Interstate 84. It is recommended that some additional archaeological surveys be conducted to evaluate the potential significance of cultural resources on the site and develop appropriate avoidance and/or mitigation measures. These recommendations should be implemented by the Oregon Department of Parks and Recreation.

**No. 31**

**Hudson Hill**

**Site Description:** The site consists of approximately 40 acres of privately owned land about 1/4 mile south of the Historic Highway and about 3 miles east of Mosier.



It comprises the lower two-thirds of an open, grassy hillside facing north and west, and affords a stunning panorama of the Gorge. This view sweeps in the climatic and vegetation transition areas of the Gorge, stretching from Underwood Mountain to Seven Mile Hill. In addition to the superb view, some wildflower viewing and picnicking opportunities are present.

This property's eastern boundary is the GMA/SMA boundary. The top of Hudson Hill and its easterly flank are owned by the Forest Service. As specified in the "Development Proposal" described below, it is strongly recommended that these lands be integrated into this proposal. The federal lands include the top of the hill where the best views are afforded. Recreation Intensity Class: 2.

**Development Proposal:** It is recommended that the Forest Service acquire the GMA property and develop a small facility providing a walking path with a viewpoint somewhere on the hill. A small picnic area could be provided in a windsheltered portion of the hill. A small parking area accommodating 10 to 20 cars should be provided. It is recommended that the parking area be provided on the SMA lands because the existing heavy tree cover in that area could adequately screen the parking area. While space for parking is available on the GMA lands, this area of hillside is highly exposed and visible from the Historic Highway. Providing the parking area in the SMA would substantially reduce its visual impacts, and could also result in a longer walking path to the viewpoint at the top. An evaluation of the presence of any sensitive cultural or natural resources should precede implementation of this proposal.

## **No. 32**

### **Mosier Waterfront**

**Site Description:** This site consists primarily of two areas: 1) public lands currently submerged by the Bonneville pool, located north of Interstate 84 within the GMA, and 2) public lands located south of and adjacent to Interstate 84, and east of Rock Creek, within the Mosier Urban Area. Both areas are located adjacent to the Mosier freeway interchange. Area 1 comprises an area of shallow water adjacent to the shoreline. The shore is largely rock riprap supporting very little vegetation. This riprap forms a narrow strip between the freeway and the river. Area 2 consists primarily of undeveloped land, including an area of wetlands and associated riparian vegetation. The western end of this area, adjacent to the creekbed of Rock Creek, has been cleared and used for several years as a parking area for windsurfing access to the Columbia River. Some portable toilets have been installed for windsurfers using the site.

The community of Mosier and Wasco County have been pursuing a waterfront park proposal at this site for the last several years, and some analysis of the site has been conducted. The studies completed to date provide some important information about the site's opportunities and constraints.

From a recreational standpoint, the area offers good conditions for windsurfing, with frequent moderate to strong winds. The site is particularly good for beginner and intermediate windsurfing. Scenic vistas up and down this wide stretch of river are excellent, including dramatic geological formations like the Coyote Wall. These conditions offer an attractive setting for picnicking or strolling (depending on the strength of the winds). Shallow water off the shore offers good opportunities for swimming, particularly east of Rock Creek. The waterfront park proposal would provide a much-needed city park for Mosier.

On the other hand, these shallows are considered valuable shallow water habitat for fish by state and federal resource agencies. Some bald eagle perching on offshore stumps has also been noted in this area. Any impacts to these resources, particularly the shallow water habitat, would likely require mitigation measures to assure that no net loss of habitat occurs. Similar concerns exist regarding wetlands south of the freeway. These concerns are discussed in the "Development Proposal" section, as they affect proposed facility concepts. Recreation Intensity Class: not applicable (not applied to the Columbia River or Urban Areas).

**Development Proposal:** The proposal involves a water-oriented, multipurpose day-use facility. Proposed uses and facilities include a windsurfing rigging and launching area, a swimming beach, picnic area, and a moderate to large parking area. Except for the parking area, the proposed recreation facilities and use areas would be located on fill in the main stem of the Columbia River, in the area north of the freeway. This fill area is proposed to include a large grassy area and substantial native tree plantings between the freeway and the bulk of the park area. Such plantings could perform several positive functions, including screening of the freeway from both the park and the river itself, reduction of freeway noise in the park, windbreak, and enhancement of riparian habitat and scenic values in general. This proposal includes a parking area located south of the freeway and east of Rock Creek. Pedestrian access from the parking area to the river would be provided by a path under the freeway at the outlet of Rock Creek.

Several critical issues require resolution before this proposal can be implemented. As mentioned above, the proposal would convert an area of shallow water habitat to dry land. Mitigation of the loss of shallow water habitat will be necessary, and might involve rehabilitation and enhancement of existing wetlands, including the riparian area near the mouth of Rock Creek that was altered to provide windsurfing access and parking. Creation of new wetlands may be required, as well.

A related concern involves the location of the proposed parking area south of the freeway, which includes some wetlands. Existing state and federal regulations generally limit uses on fill (converting wetlands to uplands) to water-dependent uses. While uses such as boat launches are considered water-dependent, parking areas are not. Approval of this proposed park would likely require placement of the parking area on lands not involving the filling of wetlands.

A third issue involves vehicular access to the site. Several alternatives have been considered, mostly involving either an access road off the current freeway ramp or access via the Historic Highway and under the railroad tracks (similar to the current access). Either approach involves either alteration of the freeway interchange or access off the Historic Highway, most likely requiring a railroad underpass. It is recommended that this proposal be prioritized for further study, focusing on these three issues.

This proposed project should be pursued by the City of Mosier and Wasco County, with technical assistance from state and federal agencies. Possible candidate agencies for managing and operating the park could be the City of Mosier or the Northern Wasco County Park and Recreation District.

#### **No. 34**

#### **Historic Columbia River Highway/Mosier Tunnels**

**Site Description:** The site consists of an approximately 5-mile stretch of the Historic Columbia River Highway currently closed to regular vehicular traffic, located between Hood River and Mosier. The Mosier Twin Tunnels, now closed to passage, are a prominent feature of this stretch of the Historic Highway. This segment traverses a highly scenic and botanically unique area representing the transition zone between wet, western Gorge ecosystems and drier plant communities of the eastern Gorge. Many Gorge and river panoramas are featured, as well as views of prominent and dramatic geologic features.

The proposed project includes two proposed trailheads at either end of this Historic Highway segment. At the west end, an area containing a previous rock quarry on the south side of the road near the current location of the gate is proposed to provide a parking and staging area. At the east end, a small area along the west side of Rock Creek Road, near its junction with the Historic Highway, is proposed for a similar, but smaller parking/staging area. Recreation Intensity Class: 4 (west staging area), 2 and 1 (highway segment), 2 (east staging area).

**Development Proposal:** The proposed development for this project is divided into three parts: the west parking and staging area, the Historic Highway segment itself, and the east parking and staging area.

For the west parking and staging area, a significant recreation facility is proposed. It is recommended that the old quarry area south of the road be acquired by the State of Oregon, reclaimed, and developed into an overnight camping area and parking area for pedestrian/bicycling use of the Historic Highway segment.

Currently, there is unauthorized camping occurring in this west area during the summer. This reflects an unmet need for overnight camping in the Hood River area, largely associated with the area's high level of windsurfing activity in the summer. The Historic Highway itself is being increasingly used by many summer visitors as a



bicycle path, along with the year-round use it receives from local residents. This development proposal takes into account the need to address management issues regarding these existing recreations uses.

An existing quarry area and adjacent abandoned landfill located just west of the proposed staging area and north of the road is proposed for development of day-use facilities. This area offers excellent opportunities to provide panoramic Gorge views, windsurfer spectating, botanical and geologic interpretations, and picnicking, while reclaiming and enhancing a quarry and abandoned landfill. It is also recommended that public acquisition of these lands be pursued by the State of Oregon.

It is proposed that the Historic Highway remain closed to regular vehicular traffic and be designated as a walking/bicycling path between the west staging area and Mosier. Provision of barrier-free opportunities should be emphasized, as this stretch of highway offers a challenging and interesting paved path several miles long with wheelchair access.

It is also recommended that an interpretive trail loop be developed north of the Historic Highway, in an area known as "County Line Park." This area is within the "Columbia Oaks" significant natural area, an area with remnants of original oak savannah and native bunchgrass communities once common to this part of the Gorge. Excellent interpretive opportunities exist here, including these botanical values, dramatic geologic features, and the Gorge's climate transition zones.

The Twin Tunnels should be reopened to provide a continuous pathway from Hood River to Mosier. Some picnic facilities should be provided near the east portal of the Twin Tunnels, in a wind-protected area. The State of Oregon should prioritize acquisition of the original highway and right-of-way for the Wasco County portion, now in private ownership.

At the east end, a small parking area near the junction of Rock Creek Road and the Historic Highway is proposed. It is anticipated that most uses will access this Historic Highway segment from Hood River, and the parking needs on the east end will be much lower. It is also recommended that this area be limited in size to protect some sensitive resources in the area. With respect to such resources, it is recommended that an investigation of traditional tribal use of this area and of archaeological resources in the area known as the "Mosier Pits" be conducted prior to engineering feasibility and site planning efforts for this site. These recommendations should be implemented through joint efforts of the Oregon Departments of Transportation and Parks and Recreation.

#### **No. 35**

#### **Historic Columbia River Highway/Ruthton Point Overlook**

**Site Description:** The site consists of a short, abandoned segment of the Historic Highway located adjacent to and north of Interstate 84, about 3 miles west of Hood



River. It includes a section of an original stone retaining wall in good condition. It affords dramatic views down the Gorge to the west, views of Underwood Mountain, and windsurfing at Swell City and the Spring Creek Hatchery. Recreation Intensity Class: 2.

**Development Proposal:** It is recommended that a small parking area be provided, with pedestrian access to the Historic Highway segment and possibly a picnic area in a wind-sheltered area. Restoration of this Historic Highway segment for hiking/bicycling/wheelchair access as part of the overall Historic Highway reconnection program is a key component of this proposal. This site should be developed with emphasis on the Gorge overlook, the original stonework of the Historic Highway, and a walking path with scenic views for the length of this segment.

Safety concerns have been raised regarding impacts of providing a parking area at the current intersection of Morton Road (an access road serving several properties in the area) and the freeway on- and off-ramps. The Oregon Department of Transportation should explore locating the proposed small parking area to the west of this intersection to address this concern, since the current intersection presents a hazard that could be worsened by a new parking area. In general, the Oregon Department of Transportation should strive to bring the currently substandard exit up to state standards to the maximum extent feasible before project implementation.

This project should be developed as a joint partnership between the Oregon Department of Transportation and the Oregon Department of Parks and Recreation. Acquisition of the privately owned portion of this Historic Highway segment should be pursued by the State of Oregon.

#### No. 41

##### Bucher (Ainsworth) Waterfront

**Site Description:** The site comprises an area of approximately 35 acres of GMA and SMA lands, stretching from the freeway and railroad on the south to the Columbia River shore on the north, directly north of the Ainsworth freeway interchange (junction of Interstate 84 and the Historic Columbia River Highway). The site consists mostly of a grassy pasture area, with the western portions and some lands adjacent to the shore covered by a dense riparian forest. The site is relatively flat and offers outstanding views of the river, towering cliffs and rock formations such as St. Peter's Dome to the south, and Beacon Rock and Hamilton Mountain to the northeast. A beach area exists on the shore. It is narrow in places and inundated in high water periods.

A compatibility study was completed for this site in 1990. The study identified most of the forested portions of the site as sensitive wetlands and recommended no facility development in these areas. The large, open pasture area was determined not to contain any sensitive natural resources that would substantially constrain recreation uses or facilities. An archaeological survey found no cultural resources on the site.

However, several previously recorded archaeological sites exist off the shoreline in areas inundated most of the year. Protection of these known archaeological sites must be secured in concert with any public access provisions. Recreation Intensity Class: 4 (GMA portion), 3 and 2 (SMA portion).

**Development Proposal:** It is recommended that this site be developed as a day-use recreation site, emphasizing river access (bank fishing and swimming), picnicking, scenic appreciation, and interpretation of the rich prehistoric, historic and geologic resources of the area. River access should be limited to a small portion of the shoreline. A protection/mitigation plan for the archaeological sites off the beach area, prepared by a professional archaeologist, should be developed in concert with facility engineering and design work.

The site is currently in private ownership. Public acquisition should be pursued by either the Forest Service, the Oregon Department of Parks and Recreation, or the Multnomah County Parks Department. Facility development should be pursued by one of these agencies, or more than one in a coordinated partnership.



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*A busy day at the  
Corbett Landing boat  
ramp in Oregon*

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**No. 45**  
**Corbett Landing**

**Site Description:** The site consists primarily of a small boat ramp and pilings and, on a seasonal basis, floating docks, floats, and boat houses located at the Corbett exit of Interstate 84.

An abandoned rock quarry is located directly south of the boat ramp area, on the south side of the freeway; the quarry is recommended for consideration as a parking

area for the site. Both the boat access facility and the quarry are owned by the Oregon Highway Commission. Currently, parking during peak-use periods occurs on the shoulder of the access road and the freeway off-ramp at this frequently crowded site. Recreation Intensity Class: 4.

**Development Proposal:** It is recommended that efforts be undertaken to improve the useability, circulation, and parking capacity of this small but important boating access site. The western portions of the Gorge have the highest levels of pleasure boating, waterskiing, and related recreation uses in the entire Scenic Area. Given the demand and use levels, the presence of sensitive natural resources in undeveloped stretches of shoreline in this area, and the presence of the existing facility and freeway access, renovation and enhancement of the existing facility is strongly recommended.

The flat portions of the old quarry site should be used as a parking area to alleviate serious existing safety and circulation problems during the peak season. Several important improvements should be undertaken at the ramp area, including: repaving the ramp, especially at its toe, with consideration for adequate slope, dimensions, and material; removal of vegetation currently impinging upon the rampway; addition of a courtesy dock for short-term tie-up; replacement of some pilings; a breakwater of some sort or another method of wave attenuation for protection from strong east winds; and consideration of providing a larger deck for tour boat landings. In addition, an interpretive display highlighting this site's long and colorful history should be considered. Such a display could focus on the fish wheel, canning operation, and other aspects of commercial fishing activities that have occurred here in the past 100 years, including current activities.

It is recommended that management of the facility be transferred to a public agency with public recreation program objectives and expertise in renovating and managing such facilities, or that the Department of Transportation cooperatively manage the facility with such an agency.

The Oregon Department of Parks and Recreation and Multnomah County should be consulted regarding such future arrangements. The Oregon Marine Board's ongoing programs and other public sources should be explored as possible funding sources.

## **T15**

### **The Dalles Riverfront Trail**

**Site Description:** This trail is a central element of *The Dalles Riverfront Plan* adopted in 1989. The portion of the proposed trail in the Scenic Area would link The Dalles Urban Area to The Gorge Discovery Center and provide pedestrian access north from the Interpretive Center to Squally Point Beach. It would be routed through the Taylor Lakes area between the Urban Area and The Gorge Discovery Center.

North of The Gorge Discovery Center, the trail would be rerouted to avoid traversing the dune community designated as a significant natural area by the Oregon Natural



Heritage Program. The trail would provide views of the river throughout its Scenic Area segment. It would traverse approximately 2 miles of GMA lands. Recreation Intensity Class: 4, 2, and 1 (lands traversed by proposed trail route).

**Development Proposal:** The trail is proposed to be a paved, multipurpose trail accommodating pedestrian and bicycle use. It is anticipated that trailhead parking for this segment would be available primarily at The Gorge Discovery Center, with some limited parking possible at Taylor Lakes.

It is strongly recommended that trail routing decisions and resource management and protection measures be made in close consultation with the Oregon Department of Fish and Wildlife and the Oregon Natural Heritage Program. Such consultation is crucial to protecting sensitive wildlife and botanical areas near the proposed trail route, and should occur simultaneously with project implementation. It is also recommended that this proposed development include implementation of any other elements of *The Dalles Riverfront Plan* that are consistent with this Management Plan. These recommendations should be implemented by Wasco County, the Northern Wasco Parks and Recreation District, the Oregon Department of Fish and Wildlife, and the Forest Service as soon as possible.



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*Riverfront Park in The Dalles is a favorite spot offering river access*

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## SMA PROVISIONS

### SMA Goal 1

Provide opportunities for public and private recreation use and access to the Columbia River.



### **SMA Policies**

1. Increased access to the Columbia River should be provided.
2. Water-oriented day-use recreation access is emphasized along the Columbia River. Additional campgrounds should be located in proximity to these popular day-use attractions.
3. Opportunities for private recreation resource enhancement should be provided through partnership with public agencies and through application of the recreation intensity class guidelines (Part I, Chapter 4).

### **SMA Goal 2**

Provide a diversity of trail opportunities in the National Scenic Area.

### **SMA Policies**

1. Trails should be provided to link Urban Areas and recreation opportunities in the Scenic Area.
2. A loop trail through the Scenic Area should be supported.
3. Equestrian and mountain bike use should be limited to areas where natural resource sensitivities are low.
4. Trail systems and new trails should incorporate existing segments of older, abandoned, or historic trails.
5. New trails should be provided along the Columbia River shoreline.
6. Trail linkages should be provided between Scenic Area trails and trails on other public lands outside the Scenic Area.
7. Safe bikeways should be provided for recreation use on appropriate public roads.

### **SMA Goal 3**

Increase public awareness, understanding, and appreciation of the scenic, natural, cultural, economic, and recreational resources of the Scenic Area.

### **SMA Policies**

1. Policies for interpretation and education are found in Part III, Chapter 4: Interpretation and Education.

2. New scenic viewpoints should be provided to showcase the grand panoramas of the Scenic Area.

### *SMA Goal 4*

Provide for the restoration and connection of the remaining segments of the Historic Columbia River Highway in keeping with its National Register status.

### *SMA Policies*

1. The corridor of the Historic Columbia River Highway should be managed in cooperation with the State of Oregon as an historic visitor attraction.
2. Intact and usable highway segments should be connected with recreation trails to create a continuous route through the Columbia River Gorge that links local, state, and federal recreation and historic sites.
3. The recommendations identified in *A Study of the Historic Columbia River Highway* (1987) should be followed for restoration and connection projects.

### *SMA Goal 5*

Maximize customer service and cost-effectiveness of recreation opportunities by using partnerships of user groups and recreation providers to design and construct recreation facilities.

### *SMA Policies*

1. Partnerships between private entities, agencies, and/or organizations are the preferred approach for developing recreation facilities.
2. Recreation development shall be coordinated with present and proposed recreation activities of local and state land use plans or outdoor recreation plans, particularly the state Comprehensive Outdoor Recreation Plan.
3. Cooperative planning with appropriate agencies and tribal governments should be encouraged where proposed in-lieu Indian fishing sites may provide multiple benefits.

### *SMA Proposals*

This section describes recreation development proposals. Prior to site or trail construction design, a detailed site or area feasibility study will be completed to assess specific opportunities and site limitations and constraints. Development with federal funds will require compliance with the National Environmental Policy Act

(NEPA) and would include an assessment of both onsite and offsite cumulative effects. New recreation proposals may be added to this list upon completion of a suitability analysis.

Sites and trail proposals will be selected from this list for funding. This funding will also be used to provide interpretive facilities identified in the "Interpretive Strategy for the Columbia River Gorge National Scenic Area," Scenic Area entry signs, and enhancement projects identified in the "Columbia River Gorge National Scenic Area Corridor Visual Inventory."

## No. 2

### Oregon View

**Site Description:** The land is currently in private ownership. The site offers an excellent opportunity for picnicking and hiking, with an outstanding view of the Oregon side of the Gorge. Visual concerns must be considered, since the site is very visible. The views from Washington State Route 14 and Crown Point are the primary concerns. Recreation Intensity Class: 2.

**Development Proposal:** Facilities for picnicking, hiking, scenic appreciation, and interpretation would be developed. The capacity would be 75 people at one time. The site would be managed for full access, with low to moderate numbers of users. Some facilities would be designed primarily for user comfort and convenience. Some synthetic but harmonious materials could be incorporated. All facilities must be harmonious or complementary to the site.

## No. 3

### St. Cloud

**Site Description:** This riverfront site area is National Forest land. Recreation Intensity Class: 2.

**Development Proposal:** This area would provide a day-use facility. Facilities could include restrooms, parking, and trails. Coordination and design to minimize impacts to wildlife is very important.

## No. 5

### Jung

**Site Description:** This riverfront site is adjacent to the Franz Lake Refuge and includes wooded areas and fields. The lands are in National Forest land ownership. Recreation Intensity Class: 2.

**Development Proposal:** This area would provide a day-use facility. Facilities could include restrooms, parking, and trails. Coordination and design to minimize impacts to wildlife is very important.

No. 7

Doetsch Ranch

**Site Description:** The Doetsch Ranch is owned by Washington State Parks and abuts GMA land. Outstanding opportunities exist for riverfront recreation in a natural setting. This area would provide the primary developed recreation opportunity on the Columbia River on the Washington side.

Cultural resources, wildlife, and botanical concerns are significant in this area. Some of the site is wetland and is unsuitable for development. Other problems include access across the railroad tracks. Recreation Intensity Class: 4 for most of the site.

**Development Proposal:** This proposal involves a large recreation complex providing for 600 to 900 people at one time. Development could provide river access, day use, camping, hiking, interpretation, picnicking, and scenic appreciation. The recreation development level could vary within parts of the site, with an emphasis placed on a high degree of development.

No. 8

Hamilton Creek Trailhead

**Site Description:** The land is currently in private ownership, but is expected to be exchanged under the timberlands exchange program, as provided for in the Scenic Area Act. A trailhead in this area would provide access to the extensive trail system in Beacon Rock State Park, Table Mountain, and the Red Bluffs area. Primary concerns are cultural resources, wildlife, and the seasonal flooding of the site. Recreation Intensity Class: 3.

**Development Proposal:** Facilities for hiking, picnicking, and scenic appreciation would be developed. The seasonal flooding must be considered in design work. The capacity would be 110 persons at one time. The site has some potential for limited overnight use. The site would be fully accessible. Social encounters would be low. Information facilities would be simple, onsite controls limited, and facilities rustic. Visual impacts would be subordinate, and paved surfaces would be limited.

No. 10

Wind River Trailhead

**Site Description:** The area is currently in private ownership. The area is small, and at risk of seasonal flooding. Cultural resources and wildlife are known concerns. Recreation Intensity Class: 2.

**Development Proposal:** Facilities for hiking, picnicking, and scenic appreciation would be developed. The capacity would be 75 persons at one time. The site would be fully accessible. Social encounters would be low. Information facilities would be



simple, onsite controls limited, and facilities rustic. Visual impacts would be subordinate, and paved surfaces would be limited.

**No. 12**

**Collins Creek-Grant Lake**

**Site Description:** The land on the Columbia River shore is privately owned. Grant Lake is National Forest land. The shoreline area is quite scenic, with expansive views. Grant Lake offers low-intensity water recreation experiences. The site area is subject to periodic, small-scale earth movements. Cultural resources, wildlife, and fisheries will need to be thoroughly assessed. Recreation Intensity Class: 3.

**Development Proposal:** Day-use sites would be developed, both on the river and in a less developed setting on Grant Lake. Facilities would be constructed for picnicking, fishing access, and hiking. The site would accommodate 175 people at one time. The site would be fully accessible from Washington State Route 14. Social encounters would be moderate, and information facilities would be simple. Facilities would be rustic, with some comforts for the user. Paved surfaces would be limited in scale. Structures to control use patterns would be noticeable, but would harmonize with the environment.

**No. 16**

**Burdoin Vistas**

**Site Description:** The land is currently National Forest land. There are two small sites, connected by a trail, that offer views of the mid-Gorge area, especially of the Hood River urban area and waterfront. The sites have some side slope. There are no known resource concerns. Recreation Intensity Class: 2.

**Development Proposal:** Each site would be able to handle 35 people at one time, and would be fully accessible. Facilities would be developed for picnicking, scenic appreciation, and interpretation. Social encounters would be low, information facilities simple, and onsite controls limited. Facilities would be rustic and visual impacts would be subordinate to the site. Paved surfaces would be limited in scale.

**No. 17**

**Summerhill Campground**

**Site Description:** This land is currently in private ownership. This site lies in a relatively undeveloped setting away from the busy corridor of the Columbia River. It is located in a pleasing natural setting among large trees. Recreation Intensity Class: 3.

**Development Proposal:** The site would be the primary access point into the Major Creek backcountry area. The campground would be capable of handling 100 people

at one time. Facilities would be provided for automobile and tent camping, trailhead parking, picnicking, and hiking.

**No. 18**

**Labyrinth Complex**

**Site Description:** The land is partly privately owned and partly under Washington Department of Transportation ownership. The proposed site is located on Locke Lake, east of Bingen. The site is small, with few limitations to development. The old highway, now abandoned, skirts the north side of Locke Lake. The site includes the old highway right-of-way and a strip of land on the north lakeshore. Recreation Intensity Class: 2.

**Development Proposal:** The site offers an outstanding opportunity for a barrier-free trail and picnic area large enough to handle 70 people at one time. Development would create areas for picnicking, fishing, hiking, a barrier-free trail, interpretation, and scenic appreciation. Social encounters would be low to moderate, and information facilities would be simple. Rockfall hazard on the old roadbed will have to be considered in the design of the trail. Rehabilitating the roadbed and creating barrier-free trail and water access are good cost-sharing opportunities. Partnerships could be useful in development of this site.

**No. 19**

**Catherine Creek Trailhead**

**Site Description:** The site is National Forest land. It is adjacent to Washington State Route 14 and would provide hiking access to Catherine Creek area. Concerns include visual impact from Washington State Route 14, cultural resources, botanical resources, and fire hazards. Recreation Intensity Class: 2.

**Development Proposal:** Facilities would include a parking area, rustic toilets, and interpretive signing to inform the public of the area's sensitivity. Capacity would be 50 persons at one time. Social encounters would be low. Facilities would be rustic and designed primarily for protecting site resources.

**No. 26**

**Squally Point**

**Site Description:** This site is in private ownership. It is located between the Historic Columbia River Highway and Interstate 84 just west of the Interpretive Center. The site is adjacent to Tooley Lake and includes fields that have been used for agricultural uses in the past. Concerns include potential impact to wildlife, cultural resources, and wetlands adjacent to Tooley Lake. Recreation Intensity Class: 2.

**Development Proposal:** A small day-use facility would be developed for wildlife viewing, picnicking, hiking, and interpretation. Potential for expansion to adjacent

Oregon State Park land could be considered if significant environmental concerns and impacts on Indian fishing can be overcome.

No. 27

Ortley Overlook

**Site Description:** The land was donated to the Forest Service by Wasco County. The existing road right-of-way runs mostly through county lands. This site offers a superb view of Rowena Plateau and The Dalles. At 2,000 foot elevation, there are offsite views of Mount Hood and Mount Adams. There is currently no road access to the site. Wildlife habitat, specifically winter range for deer and elk, is a known concern. Recreation Intensity Class: 2.

**Development Proposal:** Facilities would be constructed for scenic appreciation, hiking and interpretation. The area would accommodate 25 people at one time. Development of a multipurpose trail to link this site to Seven Mile Hill Road would be a major project. Social encounters would be low. Information facilities would be simple, onsite controls limited, and facilities rustic. Visual impacts would be subordinate to the site. Paved surfaces would be limited.

No. 28

Rowena East

**Site Description:** The land is owned by Oregon State Parks. This site includes a windsurfing facility operated by Oregon State Parks, as well as undeveloped park land south of the railroad tracks in the GMA. This beautiful river access area has full freeway access and is located in an area of excellent west-wind windsurfing. Cultural resources and Indian fishing are known major concerns. Wildlife habitat is a concern on the eastern portion of the site. The protection of scenic resources will require careful design of all improvements. Recreation Intensity Class: combination of 2 and 4.

**Development Proposal:** The site would be completed to provide facilities for windsurfing, picnicking, day use, interpretation, and scenic appreciation. The site would be designed for use by a high number of people. Some facilities would be designed primarily for the comfort and convenience of the users. Some synthetic but harmonious materials could be incorporated. All facilities must be harmonious or complementary to the site.

No. 30

Mayer Park West

**Site Description:** The land is primarily owned by Oregon State Parks, with some land in National Forest ownership. Mayer Park is one of the primary riverfront recreation areas in the Scenic Area. The bay area provides a superior opportunity for small craft boating. The entire bay is protected from the wind and is an excellent



opportunity for overnight moorage. Fishing, waterskiing, and sailing are all popular activities, and the area is heavily used by area boaters. Specific concerns include siltation in the bay restricting boat use and wildlife habitat. Recreation Intensity Class: 4.

**Development Proposal:** Facilities would be constructed to enhance the existing boat launch facilities and provide for swimming, picnicking, interpretation, general day use, and scenic appreciation. The facilities would accommodate 350 to 500 people at one time. The bay would require dredging for better boat access. A causeway would need to be constructed to provide a suitable access road from the Rowena freeway interchange. All facilities would be harmonious or complementary to the site. Some facilities would be designed strictly for the comfort and convenience of the users. The boat moorage and required dredging are eligible for cost sharing with the Oregon Marine Board.

**No. 33**

**Memaloose Campground Expansion**

**Site Description:** The land is owned by Oregon State Parks. The site is directly west of the existing Memaloose State Park Campground. The vegetation on the site consists of grass and pine forest. The site is separated from the Columbia River by railroad tracks. There is a known concern for cultural resources in this area. Recreation Intensity Class: 4.

**Development Proposal:** Expansion is proposed for approximately 40 new tent camping sites, located around a central parking area. The site would be designed for use by a moderate number of people. All facilities would be in harmony with the site.

**No. 36**

**Historic Columbia River Highway**

**Site Description:** The Historic Columbia River Highway, constructed in 1916, originally ran from Portland to The Dalles. While many miles of the original highway are intact and are used and enjoyed by thousands of visitors to the Columbia River Gorge today, other portions have been abandoned or obliterated by the construction of Highway 30 and Interstate 84.

**Development Proposal:** This proposal would reconstruct and reconnect the abandoned portions of the Historic Highway for recreational purposes, such as driving, bicycling, or hiking. Certain portions could be reopened for foot and bicycle use. The issues and opportunities of this proposal are detailed in *A Study of the Historic Columbia River Highway* (1987). This proposal includes the reconnection and restoration projects from Warrendale to Cascade Locks and Cascade Locks to Hood River.



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*A portion of the stone guardrail built as part of the Historic Columbia River Highway at Sheppard's Dell State Park*

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Most of the Historic Highway falls under the jurisdiction of the Oregon State Highway Division and Oregon State Parks. Several of the abandoned portions are presently in private ownership and would require right-of-way negotiations.

**No. 37**

**Viento Waterfront**

**Site Description:** The land is currently in private ownership. The site is located in an area of prime west-wind windsurfing conditions. A full freeway interchange provides direct access. The site is across the Union Pacific Railroad track from the Viento State Park Campground and picnic area. Cultural resources and Indian fishing rights are a primary concern. Wildlife, fisheries, and botanical resources must also be considered. An in-depth resource survey would be required. Recreation Intensity Class: 4.

**Development Proposal:** Facilities would be constructed for day uses, including windsurfing, boat launching, parking, and picnicking. The site would be large enough to handle 875 people at one time. All facilities would be harmonious or complementary to the site. Some facilities would be designed for the comfort and convenience of the users. Some synthetic but harmonious materials could be incorporated.

**No. 38**

**Wyeth Waterfront**

**Site Description:** This land is privately owned. Located in the center of the Columbia River Gorge, this site is one of the best sites for a major river recreation facility in the Scenic Area. The site is large and has a long Columbia River frontage. The area is flat and well drained. The Union Pacific Railroad has a main track, a

siding track, and a large open storage area located onsite. The Forest Service operates a modern campground and trailhead directly across the freeway from this site. An in-depth investigation assessing all resources would be necessary. The primary concerns are cultural resources, wildlife, and fisheries. Hazardous material investigation is necessary because of past usage of the site. Recreation Intensity Class: 4.

**Development Proposal:** A large day-use facility capable of handling 1,000 people at one time is proposed. Facilities would be provided for windsurfing, boat launching, picnicking, and interpretation. All facilities would be harmonious or complementary to the site. Some facilities would be designed strictly for the comfort and convenience of the users. Some synthetic but harmonious materials could be incorporated. The opportunity also exists on this large site for a potential in-lieu Indian fishing site. There would be opportunities for partnerships.

No. 39

**Wyeth Campground Expansion**

**Site Description:** A portion of the site is currently National Forest land. The remainder is privately owned. There is an existing Forest Service campground and trailhead that is moderately used. There appear to be few physical or environmental limitations on expansion of the site. Recreation Intensity Class: 4.

**Development Proposal:** The expansion of this site is linked to the Wyeth Riverfront project. If the riverfront project is developed, there will be an increased need for overnight facilities. There would be a direct vehicular link between the two sites. This site would provide full-service camping, including automobile, RV, and tent camping. The campground would handle an additional 350 people at one time. Some facilities would be designed strictly for the comfort and convenience of the users. New facilities would be complimentary to the existing campground and would be harmonious or complementary to the site.

No. 40

**Eagle Creek Historic Recreation District**

**Site Description:** The land is National Forest land. Eagle Creek is the oldest campground on National Forest land, and is part of a larger Historic District. There is an existing campground, viewpoint, and trailhead. The site area is limited in size by the freeway, fish hatchery, and Eagle Creek. Expanding the recreation opportunities while maintaining the historic integrity is a primary concern. Recreation Intensity Class: 4.

**Development Proposal:** The campground would be rehabilitated, while retaining the historic theme and values. Automobile and tent camping would be provided, as well as picnicking, hiking, scenic appreciation, and interpretation. The site is fully accessible from Interstate 84 and would be designed for use by a moderate or large

number of people. Facilities would be rustic, with some comforts for the user. Information facilities would be simple. Onsite controls would be noticeable, but would harmonize with the natural environment. Visual impacts would be subordinate, and paved surfaces would be limited.

**No. 42**

**Horsetail Wetlands**

**Site Description:** This property is National Forest land. The wetland north of Oneonta Gorge represents a unique opportunity for easy day hiking and nature study. An old growth marsh forest and wildlife viewing are the prime features for interpretation. Wildlife habitat is a prime concern in any development of this area. Recreation Intensity Class: 2.

**Development Proposal:** A boardwalk interpretive trail would be developed, capable of handling 35 people at one time. The boardwalk trail would highlight the flora and fauna of the wetlands environment. The project would provide unique environmental education opportunities for school groups. Social encounters would be low, and information facilities would be simple. Onsite regimentation and controls would be limited. Facilities would be rustic. Visual impacts would be subordinate to the site. The boardwalk would be a cost-sharing opportunity with conservation groups.

**No. 43**

**Multnomah Falls**

**Site Description:** This site is publicly owned and is National Forest land and State of Oregon land. Multnomah Falls is the most popular day-use recreation site in Oregon. It is known worldwide for the spectacular beauty of its two falls. The historic lodge, bridge, trail, viewpoint, and interpretive site together constitute a unique recreation experience. The Columbia River Historic Highway is also a part of this experience. The site area is constrained by Interstate 84, the railroad, and the local topography. Key issues to consider in expansion are site capacity, historical integrity, and the quality of the visual environment. Recreation Intensity Class: 4.

**Development Proposal:** The proposal is for a redesign and rehabilitation of the Multnomah Falls site. Parking, traffic, visitor circulation, and sanitation would all be elements of this design effort. The site would be designed for use by a large number of people. All facilities would be harmonious and maintain the historic integrity of the site. Some facilities would be designed primarily for the comfort and convenience of the users. Some synthetic but harmonious materials could be incorporated. The trails would be surfaced.



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*Multnomah Falls and the  
Benson footbridge-the  
most visited attraction in  
the Gorge*

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**No. 44**  
**Bridal Veil**

**Site Description:** The land is privately owned. This site has been used as a logging town and mill in the past. Historic resource adaptation and fisheries rehabilitation could be themes of the site design. This site offers access to Bridal Veil Falls, a waterfall of outstanding scenic value, as well as access to a proposed scenic trail. Historic resources are a primary concern. Recreation Intensity Class: 3.

**Development Proposal:** Facilities would be constructed for scenic appreciation, picnicking, interpretation, community activities, fisheries, and riparian rehabilitation.

**No. 46**  
**Western Gateway**

**Site Description:** The site is entirely publicly owned and is National Forest land. The site is the former Reynolds property and includes the Sandy River Delta Trail (No. T28) and the Sandy River recreation corridor. The proposed site includes land both north and south of Interstate 84. Cultural resources, wetlands, and wildlife habitat are major concerns. Recreation Intensity Class: includes 1, 2 and 4.

**Development Proposal:** The site would serve as the southwest orientation and information gateway to the Columbia River Gorge. Facilities for picnicking, hiking,



fishing access, and interpretation would be developed. The approximate design capacity is 350 to 500 persons at one time.

Facilities would be mostly designed for the comfort and convenience of the users. Synthetic materials could be used in construction. Provision of emergency, law enforcement, and fire services is a major concern for this site and would have to be included.

**No. 47**

**Dog Mountain Trailhead**

**Site Description:** This land is publicly owned and is adjacent to Washington State Route 14. The site is currently being used as a trailhead and provides access to Dog Mountain Trail in the Gifford Pinchot National Forest. Recreation Intensity Class: 3.

**Development Proposal:** The site would serve as trailhead for Dog Mountain and Augspurgen Mountain trail loops. Development would include parking, interpretive facilities, restrooms, and screening to minimize visual impact from Washington State Route 14.

**No. 48**

**Archer Mountain Trailhead**

**Site Description:** The land is National Forest.

**Development Proposal:** The site would serve as the trailhead to Archer Mountain. The facilities would provide for hiking and parking and would include restrooms. The trail and trailhead location would be designed in cooperation with Washington Department of Natural Resources, private parties, and other groups to ensure protection of the state natural area and private lands.

**No. 49**

**National Scenic Area Signs**

**Site Descriptions:** Sites would be at entrances to the Scenic Area on public roads, including Interstate 84, Washington State Route 14 and other secondary access points. Sites also would include entrances to Rural Centers and Urban Areas, and interpretive sites such as viewpoints.

**Development Proposal:** This project would include installation of signs, as identified in the Columbia River Gorge National Scenic Area Graphic Signing System.

**No. T2**

**Point Vancouver to Cape Horn Trail**

**Trail Description:** Some lands are currently National Forest; the remainder will require right-of-way acquisition. This trail would provide a hiking experience close to the metropolitan Vancouver area. The trail would start on the shores of the Columbia River and climb to the cliffs and scenic views of Cape Horn. Scenic resources and localized botanical resources need to be considered. Recreation Intensity Class: primarily 1, with some 2.

**Development Proposal:** A multipurpose trail with many opportunities for scenic appreciation would be constructed. This would include building 4 miles of new trail and two pedestrian railroad crossings. The first crossing would be at a proposed small parking area at the mouth of Lawton Creek, and the second upon leaving the Columbia River Shore to the east.

**No. T3**

**Archer Mountain Trail**

**Trail Description:** The land is in private ownership. The trail would be close to the Portland/Vancouver metropolitan area, and would be a fine day-hiking opportunity. Grades would be steep in places. Botanical concerns are important in this area. The trail location must be coordinated so it does not impact the Columbia Falls Natural Area. Recreation Intensity Class: 1.

**Development Proposal:** Four miles of new trail would provide opportunities for hiking and scenic appreciation. A small trailhead facility would be built. Trail construction would be hampered somewhat by steep grades and rock.

**No. T4**

**St. Cloud Trail**

**Trail Description:** The land is National Forest ownership. This trail has outstanding potential to provide scenic and interpretive opportunities on the Columbia River shore.

The trail would be nearly level. It would be a small loop, primarily along the shoreline, on the St. Cloud property only and would not include development in the created Franz Lake National Wildlife Refuge. Wildlife and wildlife habitat concerns are paramount in designing and constructing this trail. Recreation Intensity Class: primarily 1.

**Development Proposal:** The trail would provide for scenic appreciation, interpretation, and wildlife viewing. Approximately 1 mile of new trail would be built.

**No. T5****Doetsch Ranch to North Bonneville Trail**

**Trail Description:** A portion of the land is currently in Washington State Park ownership. Right-of-way easements on private lands would have to be acquired for the remainder of the trail area. This trail has outstanding potential to provide multiple recreation opportunities linking rural, urban, and roaded natural settings. It would be nearly level and would be suitable for walking, jogging, bicycling, sightseeing, and river access. This trail could be accessible to disabled users throughout its length. It would link the Urban Area of North Bonneville to the proposed major recreation developments at the Doetsch Ranch. Wildlife concerns are very important planning considerations. The trail should be in the upland areas away from the Columbia River waterfront and could tie in with the Pierce Refuge interpretive trail. Recreation Intensity Class: spans 1 through 4.

**Development Proposal:** Three miles of new trail would be built. The trail would offer multipurpose opportunities, interpretation, and scenic appreciation.

**No. T6****Table Mountain-Hamilton Creek Loop Trail**

**Description:** The land is primarily in private ownership. This trail would create an outstanding day hike to climb Table Mountain, which is quite rugged and steep, and to view dramatic scenery along the way. The trail would link two existing trail systems: the Pacific Crest Trail and the Beacon Rock State Park backcountry trail system. The area has wildlife habitat concerns. Recreation Intensity Class: primarily 1.

**Development Proposal:** Seven miles of new trail would be constructed, plus a major trail bridge on Hamilton Creek.

**No. T7****Greenleaf Loop Trail**

**Trail Description:** The land is currently in private ownership. This trail would be steep and rugged in many places, with outstanding scenic views. The lower stretches of the trail would view the Red Bluffs area, and the summit of Greenleaf Peak would provide scenic views in all directions. Both wildlife and plant habitat are known concerns in this area. Recreation Intensity Class: primarily 1.

**Development Proposal:** The trail would be multipurpose and would provide scenic appreciation, nature study, and interpretation. Seven miles of new trail and a trail bridge on Greenleaf Creek are proposed. A series of existing jeep trails and abandoned roadbeds could be used for the trail, with minimal cost.

No. T8

Wind River-Brush Creek Loop Trail

**Trail Description:** Some right-of-way would need to be acquired on the lower reaches of the Little Wind River. The rest of the proposed trail is primarily National Forest. This trail would provide improved public access to the hot springs on the east bank of the Wind River and would also provide a key connection and loop to the entire trail network in the Wind River/Dog Mountain area. The trail would not be directly accessible by county road. It would have steep portions in the upper reaches of both Brush Creek and the Little Wind River. Wildlife habitat is a concern in this area. Recreation Intensity Class: mostly 1.

**Development Proposal:** The trail would provide many opportunities for scenic appreciation. Ten miles of new trail would be constructed.

No. T9

Grant Lake-Dog Mountain Loop Trail

**Trail Description:** The land is currently National Forest. This trail would create a larger loop trail that goes from the summit of Dog Mountain through the lakes of the Bonneville Slide and down to the proposed river access site at Collins Creek-Grant Lake. Wildlife habitat and geologic instability in the Bonneville Slide are primary concerns in this area. Recreation Intensity Class: primarily 1.

**Development Proposal:** The project would construct 6 miles of new trail for hiking and scenic appreciation. Some of the area in the Bonneville Slide is unstable and would require a thorough engineering investigation.

No. T10

Augspurger Mountain Trail

**Trail Description:** The land is currently National Forest. This proposed trail would provide a link to both Dog Creek Falls and a viewpoint on the summit of Augspurger Mountain. The trail would be steep in places. Wildlife is known to be a concern in this area. Recreation Intensity Class: 1.

**Development Proposal:** The new trail would provide opportunities for hiking and scenic appreciation. Eight miles of new trail and a stream crossing on Dog Creek would be built. Other construction items would be a scenic viewpoint at the summit of Augspurger Mountain and a small parking facility on the Brush Creek-Mill A Road.



**No. T11****Major Creek Canyon Loop Trail**

**Trail Description:** Much of the land is owned by the Washington Department of Natural Resources, while part is in private ownership. The trail would be steep and rugged. Major Creek Canyon is the only eastside undeveloped canyon of any size in the Scenic Area. The canyon harbors outstanding examples of transitional vegetation and natural beauty. Two waterfalls on Major Creek tributaries offer a fine opportunity for scenic appreciation. Botanical concerns must be considered in this area. Recreation Intensity Class: primarily 1.

**Development Proposal:** A total of 8 miles of trail would be constructed. The ruggedness of the canyon would necessitate special design considerations. Klickitat County has proposed this trail in its Draft County Trails Plan. With county sponsorship, this trail could be eligible for state assistance.

**No. T12****C.A. Atwood Cutoff Trail**

**Trail Description:** Land ownership includes National Forest land, county road right-of-way, and private land. Beautiful vistas and wildflower displays highlight this proposed trail. The trail would follow an existing county road right-of-way that is steep in places. The portion of the trail down to Washington State Route 14 would be steep. Known concerns are botanical habitat, cultural resources, and private property impacts. Recreation Intensity Class: primarily 1.

**Development Proposal:** There would be approximately 4 miles of new trail construction. With Klickitat County sponsorship, this trail could be eligible for state assistance.

**No. T13****Catherine Creek Trail**

**Site Description:** The land is currently National Forest land. The trail is located in Catherine Creek, a seasonal stream in the oak-woodland zone. A natural arch in a basaltic cliff, an abandoned corral and line shack, and an impressive spring display of wildflowers are features of this trail. The botanical resources require special assessment and protection in this area. Recreation Intensity Class: 2.

**Development Proposal:** The outstanding geology and botanical resources of lower Catherine Creek offer a great opportunity for an interpretive trail. Social encounters would be low to moderate, and information facilities would be simple. Facilities would be designed primarily for site protection. Controls would be noticeable, but would harmonize with the environment.

No.T16

The Gorge Discovery Center Trail

**Trail Description:** Most of this trail is located in the GMA, with some parts located in the SMA. The route in the SMA is on Oregon State Parks land. This trail would link The Gorge Discovery Center with The Dalles Urban Area and Squally Point. It would provide a quality hiking and biking experience along a scenic section of the Columbia River shore. The grade is generally flat, providing easy walking. Wildlife habitat and cultural resources are known concerns in this area. Recreation Intensity Class: 2.

**Development Proposal:** The trail would provide for scenic appreciation and interpretation. Approximately 1/4 mile of new trail would be built in the SMA.

No. T17

Rowena Overlook to Tooley Lake Trail

**Trail Description:** The land is currently in private ownership. This trail would provide expansive views of the eastern Columbia River Gorge, Mt. Adams, and Mt. Hood. Portions of the trail would be steep. Private land concerns are very important in this area. Recreation Intensity Class: primarily 1.

**Development Proposal:** Five miles of new trail would be constructed to provide recreation opportunities and scenic appreciation. Parking areas would be constructed at Tooley Lake. A short segment of existing logging road could be incorporated into the trail design; routing to minimize impacts on Nature Conservancy land would be required.



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*Tranquil moments  
along a sylvan trail*

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No. T18

Memaloose Overlook to Rowena Dell Trail

**Trail Description:** The land is partially in private ownership. This trail would provide a loop from Memaloose Overlook at the Historic Columbia River Highway and would traverse the breaks to Rowena Dell and return.

This trail would traverse one of the most impressive wildflower areas in the Scenic Area and provide public access to an outstanding waterfall. Botanical and private property concerns are highlighted in this area. Recreation Intensity Class: combination of 1 and 2.

**Development Proposal:** Three miles of new trail would be constructed to provide for hiking, interpretation, and scenic appreciation. Limited parking is already available at the end of this proposed trail.

No. T19

Viento to Mitchell Point Trail

**Trail Description:** The land is currently National Forest or Oregon State Parks land. This segment of Trail 400 would link the Hood River Urban Area to a proposed river access site at Viento. The trail would have difficult sections for hiking and mountain biking, with moderate grades. Wildlife habitat is a primary concern in this area. The route would include portions of the Historic Columbia River Highway reconnection project. Recreation Intensity Class: primarily 1.

**Development Proposal:** Five miles of new trail would be constructed to provide for multipurpose activities and scenic appreciation. This route would require sophisticated design and construction, including some rock work. Trailheads exist at both Viento and Lausmann State Parks. A scenic viewpoint could be built at the top of Mitchell Point.

No. T20

Wyeth to Starvation Creek Trail

**Trail Description:** The land is currently National Forest or Oregon State Parks land. This dramatic segment of Trail 400 would ascend to the summit of Shellrock Mountain for an outstanding view of the central Columbia River Gorge. The trail would also provide access to the Old Wagon Road Historical Site at Lindsey Creek State Park for a unique interpretive opportunity. Much of the trail would be difficult hiking, with steep grades. Wildlife habitat is a concern in this area. There are existing trailhead facilities at both ends of the trail. Recreation Intensity Class: primarily 1.

**Development Proposal:** The trail would provide opportunities for hiking, scenic appreciation, and interpretation. Six miles of new trail would be built, plus a bridge



at Lindsey Creek, a scenic viewpoint on the summit of Shellrock Mountain, and a self-discovery interpretive trail at the Old Wagon Road Historical Site.

**No. T22**

**Eagle Creek to Bridge of the Gods Trail**

**Trail Description:** The land is primarily privately owned. A right-of-way would need to be acquired from the railroad. This trail would parallel the Columbia River shoreline, linking the Cascade Locks Urban Area to the major recreation opportunities of Eagle Creek and Bonneville Dam. This area of the shoreline is steep and rocky, with little room between the shore and the railroad tracks. There are wildlife concerns in the area near the mouth of Eagle Creek. This route would be coordinated with the proposed Historic Columbia River Highway reconnection project for this area to avoid duplication. Recreation Intensity Class: 2.

**Development Proposal:** Approximately 1.5 miles of new trail and a railroad crossing would be constructed to provide experiences of hiking, biking, and scenic appreciation. A dirt road parallels the railroad track for much of the way and could serve as the trail. There is an existing trailhead facility at Eagle Creek.

**No. T23**

**Elowah Falls to Tanner Creek Trail**

**Trail Description:** The land is National Forest or Oregon State Parks land. This proposed trail would link the existing trailheads at Elowah Falls and Tanner Creek. The trail would have sections of more difficult hiking, but most of it would be easily traveled by hikers. Coordination with the proposed Historic Columbia River Highway reconnection project would be included to avoid duplication of routes. Recreation Intensity Class: primarily 1.

**Development Proposal:** Four miles of new trail are proposed to provide hiking and scenic appreciation. Bridges would need to be constructed at McCord and Moffet Creeks.

**No. T24**

**Ainsworth State Park to Dodson Trail**

**Trail Description:** The land is primarily National Forest and Oregon State Parks land. This segment of Trail 400 would link Ainsworth State Park and a potential trail access point at the Ainsworth Interstate 84 interchange. The trail would have gentle grades. There are existing trailheads at Bonneville School and at Elowah Falls. Recreation Intensity Class: 1 and 2.

**Development Proposal:** Two miles of new trail are proposed to provide hiking opportunities.



**No. T25****Rooster Rock State Park to Dalton Point Trail**

**Trail Description:** The land is owned by Oregon State Parks or Oregon State Highways Division. This trail lies along the shore of the Columbia River. The potential trail location area is quite narrow in areas. The grade is level, providing easy walking. Some of the trail would be very close to Interstate 84. Wildlife habitat and wetlands are concerns. Recreation Intensity Class: 1.

**Development Proposal:** This trail would provide 3 miles of riverfront hiking opportunities along a scenic section of shoreline of the Columbia River.

**No. T26****Chanticleer to Latourell Trail**

**Trail Description:** The land is in private ownership and Oregon State Parks ownership. This trail would provide a fine day-hiking opportunity that would link Crown Point and Shepperd's Dell State Parks. The trail would be a difficult hike, with some portions of steep grades. There is an existing parking area at Latourell and Chanticleer. Recreation Intensity Class: primarily 1.

**Development Proposal:** Six miles of new trail are proposed to provide opportunities for hiking and scenic appreciation. The proposed trail would cross private land in several areas. Since the trail is close to the Portland metropolitan area, it would be a good volunteer construction and maintenance project.

**No. T27****Lewis and Clark State Park to Corbett Station Trail**

**Trail Description:** The land is primarily in private ownership. This trail would provide a link between the Portland/Vancouver metropolitan area and the Scenic Area. The trail would provide views of both the Columbia River and the pastoral landscape of the western Gorge. This trail would form part of a loop trail that links to the Sandy River Delta Trail. Recreation Intensity Class: mostly 1.

**Development Proposal:** Four miles of new trail are proposed to provide opportunities for hiking and scenic appreciation. There is an existing trailhead opportunity at Lewis and Clark State Park; a parking area is proposed at the existing borrow pit at Corbett Station in the GMA. Some sections of the trail traverse steep bluff lands and would require sophisticated design and construction.

**No. T28****Sandy River Delta Trail**

**Trail Description:** This project would be primarily on the Reynolds tract of National Forest land. This trail would provide an easy hike through a pastoral and riverfront

setting, with many fine views and opportunities for interpretation. An extension of this riverside trail to Corbett Station would provide a loop opportunity back to Lewis and Clark State Park. Wildlife habitat is a known concern in this area. Recreation Intensity Class: primarily 1.

**Development Proposal:** This would be part of a hiking trail system that provides opportunities for scenic appreciation and interpretation facilities. Four miles of new trail would be constructed.

# Columbia River Gorge National Scenic Area

## RECREATION DEVELOPMENT PLAN MAP



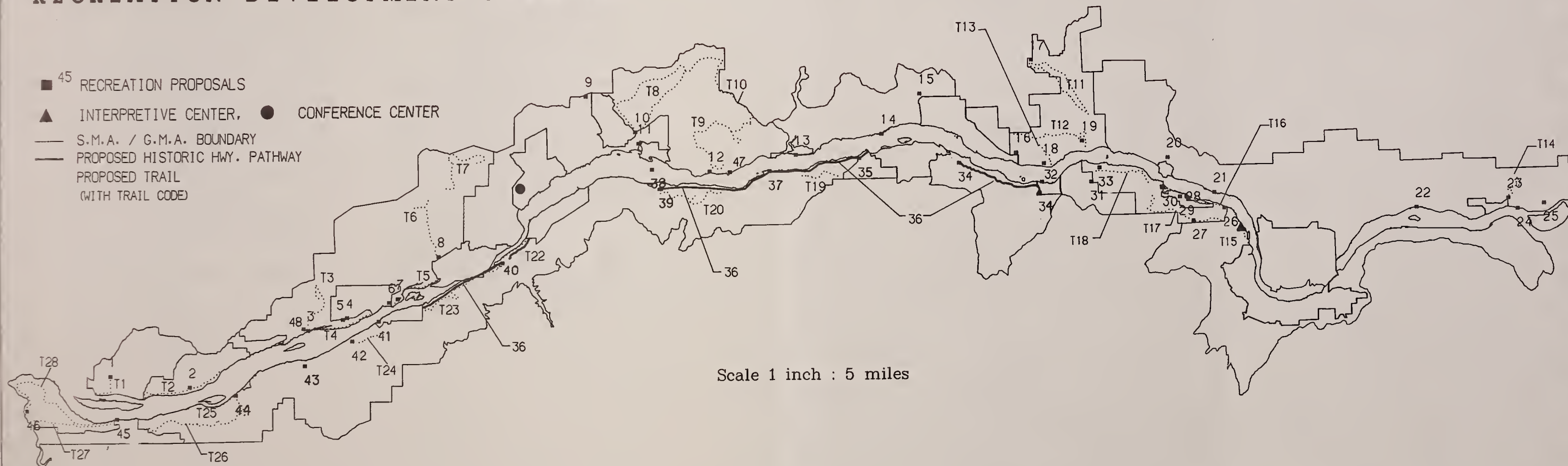
■ 45 RECREATION PROPOSALS

▲ INTERPRETIVE CENTER, ● CONFERENCE CENTER

— S.M.A. / G.M.A. BOUNDARY

— PROPOSED HISTORIC HWY. PATHWAY

— PROPOSED TRAIL  
(WITH TRAIL CODE)



Scale 1 inch : 5 miles





Table 12  
**GMA and SMA Recreation Facility Proposals**

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No. 1	Steigerwald Gateway	No. 29	Mayer Park
No. 2	<i>Oregon View</i>	No. 30	<i>Mayer Park West</i>
No. 3	<i>St. Cloud</i>	No. 31*	Hudson Hill
No. 4	Franz Lake Viewpoint	No. 32	Mosier Waterfront
No. 5	<i>Jung</i>	No. 33	<i>Memaloose Campground Expansion</i>
No. 6	Doetsch Ranch	No. 34*	Historic Columbia River Highway/Mosier Tunnels
No. 7	<i>Doetsch Ranch</i>	No. 35	Historic Columbia River Highway/Ruthton Point Overlook
No. 8	<i>Hamilton Creek Trailhead</i>	No. 36	<i>Historic Columbia River Highway</i>
No. 9	High Bridge Park	No. 37	<i>Viento Waterfront</i>
No. 10	<i>Wind River Trailhead</i>	No. 38	<i>Wyeth Waterfront</i>
No. 11*	Wind River	No. 39	<i>Wyeth Campground Expansion</i>
No. 12	<i>Collins Creek/Grant Lake</i>	No. 40	<i>Eagle Creek Historic Recreation District</i>
No. 13	Drano Lake	No. 41	Bucher Waterfront (Ainsworth)
No. 14	Spring Creek Hatchery	No. 42	<i>Horsetail Wetlands</i>
No. 15	White Salmon River	No. 43	Multnomah Falls
No. 16	<i>Burdoin Vistas</i>	No. 44	Bridal Veil
No. 17	<i>Summerhill Campground</i>	No. 45	Corbett Landing
No. 18	<i>Labyrinth Complex</i>	No. 46	<i>Western Gateway</i>
No. 19	<i>Catherine Creek Trailhead</i>	No. 47	<i>Dog Mountain Trailhead</i>
No. 20	Klickitat River County Park	No. 48	<i>Archer Mt. Trailhead</i>
No. 21*	Doug's Beach	No. 49	<i>NSA Signs</i>
No. 22*	Avery		
No. 23*	Haystack Butte Trailhead		
No. 24	Wishram		
No. 25*	Northeast Gateway		
No. 26	<i>Squally Point</i>		
No. 27	<i>Ortley Overlook</i>		
No. 28	<i>Rowena East</i>		

Note: SMA sites in italics

\* Prioritized for further study

Table 13

GMA and SMA Trail Proposals

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T1	Cottonwood Beach	T16	<i>The Gorge Discovery Center</i>
T2	<i>Point Vancouver to Cape Horn</i>	T17	<i>Rowena Overlook to Tooley Lake</i>
T3	<i>Archer Mountain</i>	T18	<i>Memaloose Overlook to Rowena Dell</i>
T4	<i>St. Cloud</i>	T19	<i>Viento to Mitchell Point</i>
T5	<i>Doetsch Ranch to North Bonneville</i>	T20	<i>Wyeth to Starvation Creek</i>
T6	<i>Table Mountain-Hamilton Creek Loop</i>	T22	<i>Eagle Creek to Bridge of the Gods</i>
T7	<i>Greenleaf Loop</i>	T23	<i>Elowah Falls to Tanner Creek</i>
T8	<i>Wind River-Brush Creek Loop</i>	T24	<i>Ainsworth State Park to Dodson</i>
T9	<i>Grant Lake-Dog Mountain Loop</i>	T25	<i>Rooster Rock State Park to Dalton Point</i>
T10	<i>Augspurger Mountain</i>	T26	<i>Chanticleer to Latourell</i>
T11	<i>Major Creek Canyon Loop</i>	T27	<i>Lewis &amp; Clark State Park to Corbett Station</i>
T12	<i>C.A. Atwood Cutoff</i>	T28	<i>Sandy River Delta</i>
T13	<i>Catherine Creek</i>		
T14	<i>Haystack Butte</i>		
T15	<i>The Dalles Riverfront</i>		

*Note: SMA trails in italics*

# Economic Development

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The Columbia River Gorge is home to nearly 52,000 people. Congress intended the Scenic Area Act to support the economy of their communities in the Scenic Area. The second of the Act's two stated purposes is to protect and support the economy of the Gorge by encouraging growth to occur in existing urban areas and by allowing future economic development in a manner that is consistent with protection of scenic, cultural, recreation, and natural resources [Section 3(2)]. The Act authorizes \$10 million for economic development grants and loans. These funds are to be divided equally between the two states.

The Gorge Commission undertook an economic opportunity study to help fulfill the second purpose of the Scenic Area Act. The study, titled *Economic Opportunities Study, Columbia River Gorge National Scenic Area*, provides an

overview of the Gorge economy, assesses economic strengths and weaknesses, identifies the best opportunities to improve the economy, and recommends a strategy to achieve the opportunities.

The goals and policies in this chapter complement the economic opportunity study. They support the Gorge's principal economic sectors, such as agriculture, forestry, and tourism, while allowing new commercial uses on lands designated Rural Center, Commercial, and Commercial Recreation.

The economic opportunity study, combined with the provisions in this chapter, will help the two states prepare economic development plans and spend the \$10 million of federal grant and loan funds.

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## GMA PROVISIONS

### GMA Goals

1. Protect and support the economy of the Columbia River Gorge area by encouraging growth to occur in existing Urban Areas.
  2. Protect and support the economy of the Columbia River Gorge area by allowing future economic development in a manner that is consistent with the protection
-

and enhancement of the scenic, cultural, recreation, and natural resources of the Columbia River Gorge.

### *GMA Policies*

1. The Gorge Commission shall consult with the States of Washington and Oregon in the development and implementation of their economic development plans.
2. The Gorge Commission shall support the economic development efforts of the States of Oregon and Washington pursuant to their economic development plans established under the Scenic Area Act.
3. The Gorge Commission shall encourage the States of Washington and Oregon to coordinate their economic development planning in order to maximize the benefits of federal dollars to all Gorge communities.
4. Agriculture and forest industries in the Columbia River Gorge shall be protected and supported by preventing fragmentation of the land base and by minimizing interference with agricultural and forest practices from conflicting uses.
5. The economic vitality of the Gorge economy shall be enhanced by encouraging growth to occur in Urban Areas.

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*Downtown White  
Salmon, Washington  
is a designated Urban  
Area*

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6. New commercial uses shall be allowed outside Urban Areas on lands designated:
  - A. Rural Center.
  - B. Commercial.
  - C. Commercial Recreation.
7. The following commercial uses shall be allowed outside Urban Areas:
  - A. Home occupations and cottage industries in all designations except Open Space.
  - B. Commercial recreation in appropriate recreation intensity classes throughout the Scenic Area.
  - C. Commercial uses in conjunction with public recreation on lands designated Public Recreation.
  - D. Conversion of existing industrial sites to commercial use.
  - E. Wineries and farm produce stands on lands designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land, or Large or Small Woodland.
8. The Gorge Commission shall support the economy of Gorge communities by encouraging recreation development at appropriate rural locations.
9. The Gorge Commission shall recognize the special role of the five ports in the Scenic Area as providers of river transportation and recreation facilities in Urban Areas, and support their efforts to stimulate urban waterfront economic development by:
  - Assigning priority for revisions to Urban Area boundaries to those requests involving port properties or projects.
  - Relying upon existing state and federal wetlands regulations on the Columbia River and exempting urban waterfronts from wetland and riparian area guidelines in the Management Plan.
10. Prior to the approval of any grant under the states' plans for economic development projects pursuant to Section 11 of the Scenic Area Act, the Gorge Commission shall certify that all activities undertaken under the grant are consistent with the purposes of the Scenic Area Act, the Management Plan, and land use ordinances adopted pursuant to the Scenic Area Act.

If such activities would take place wholly within an Urban Area, the Gorge Commission shall, after consultation with the appropriate city or county, certify that the activities are consistent with the Scenic Area Act, the Management Plan, and land use ordinances.

11. In consultation with the States of Washington and Oregon and Gorge counties, and only after public hearings, the Gorge Commission shall, by rule, establish a process for certifying that activities to be undertaken under a grant pursuant to Section 11 of the Scenic Area Act are consistent with the purposes of the Scenic Area Act, the Management Plan, and land use ordinances adopted pursuant to the Scenic Area Act. The Gorge Commission shall strive to develop a certification process that is simple, efficient, and speedy so consistent activities are not delayed. The process shall ensure confidentiality of details of economic development projects consistent with Gorge Commission rules on disclosure of public records.



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*The Columbia River provides a vital link from  
interior ports to international markets*

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# Enhancement Strategies

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The first purpose of the Scenic Area Act is "to establish a national scenic area to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge" [Section 3(1)]. *Webster's New Collegiate Dictionary* (C. and G. Merriam Co. 1977) defines "enhance" in the following ways: 1) to raise, and 2) to make greater (as in value, desirability, or attractiveness.)

This chapter includes the Management Plan's specific objectives for enhancement of the resources of the

Columbia River Gorge. The subjects covered include scenic, cultural, recreational, and natural resources, as well as forest and agricultural lands and emergency services. Some of these objectives are also referenced in the specific chapters on a particular resource or land use designation. For the most part, the enhancement strategies represent nonregulatory approaches to achieve enhancement objectives. These strategies include landowner incentives, technical assistance, educational programs, and voluntary intergovernmental agreements.

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## OVERALL GMA AND SMA ENHANCEMENT STRATEGIES

### GMA/SMA Objectives

1. Encourage the establishment of a public or private conservancy to acquire or otherwise protect those lands within the GMA for which the Management Plan cannot offer adequate protection without denying a reasonable economic use. Seek funds to enhance the conservancy capability in the Scenic Area. Seek acquisition priority for tracts of private land designated Open Space; for other lands with sensitive scenic, cultural, or natural resources; and for lands whose owners are confronted with unusual hardship resulting from application of policies or guidelines in the Management Plan.
2. In consultation with state and federal agencies, the counties, and the Indian tribes, develop handbooks for landowners to inform them of opportunities to

protect and enhance natural and scenic resources on their lands, including assistance programs offered by state and federal agencies.

3. Establish a Vegetation Advisory Committee to advise the Gorge Commission, the Forest Service, the Washington and Oregon Departments of Transportation, and county road departments on improvement of vegetation management techniques to protect scenic, cultural, and natural resources.

## SCENIC RESOURCES ENHANCEMENT STRATEGIES

### GMA/SMA Objectives

1. Screen or improve the appearance of discordant features in the landscape.
  - A. In conjunction with local governments, develop an inventory of discordant features in the Gorge landscape.
  - B. Establish a program of incentives to bring existing structures into compliance with guidelines for scenic resources, prioritizing discordant features in the foreground of scenic travel corridors.
    - (1) Rehabilitate roadcuts and other disturbed areas in the landscape.
    - (2) Encourage removal of abandoned structures.
    - (3) Encourage removal or replacement of signs that do not conform to the sign guidelines for the GMA (Part I, Chapter 1: Scenic Resources) and the SMA (Part II, Chapter 7: General Policies and Guidelines).
    - (4) Work with local governments to offer technical assistance and design suggestions to private developers.
  - C. Establish a program to phase out and develop reclamation plans for existing quarries and associated work areas that adversely affect scenic resources, as seen from key viewing areas, or cultural or natural resources. Begin the program with an inventory of existing quarries visible from key viewing areas. Phase-out and reclamation may require additional quarrying to achieve contours that blend with surrounding landforms.
  - D. Establish coordinated, cooperative programs with the Oregon and Washington Departments of Transportation, the Bonneville Power Administration, utilities, and the railroads to reduce the visual effect of existing facilities. The programs should:



- (1) Encourage the railroads and utilities to place signal wires and powerlines underground where they are visually dominant and detract from the visual quality of the landscape.
- (2) Encourage the use of visually subordinate colors on existing equipment.
- (3) Encourage improvement of existing rights-of-way by restoring vegetation to its natural appearance.
- (4) Encourage the use of integrated practices in managing vegetation in the foreground of scenic travel corridors.

*Placing signal wires and powerlines underground is one method to enhance scenic values*



E. Undertake the following activities in the SMA:

- (1) Revegetate clearcuts and disturbed areas with native vegetation wherever appropriate.
  - (2) In the Gorge Walls, Canyons, and Wildlands setting, obliterate and revegetate unused and closed roads and remove nonhistoric structures or other developed features.
  - (3) Acquire scenic easements, where necessary, to reduce development pressures and maintain uses that exemplify the landscape setting.
2. Improve the visual and recreational quality of the scenic travel corridors by implementing the recommendations in the Corridors Visual Inventory (April 1990).

- A. Develop a memorandum of understanding with the Oregon and Washington Departments of Transportation to carry out the recommendations in the Corridors Visual Inventory.
- B. Encourage the Oregon and Washington Departments of Transportation to take the following measures to improve the visual quality of scenic travel corridors:
  - (1) Place reflectors on guardrails rather than on free-standing posts.
  - (2) Remove unnecessary highway signs; consolidate necessary signs where possible.
  - (3) Replace sections of white guardrail where white contrasts noticeably with gray or galvanized sections.
  - (4) Eliminate unnecessary construction berms.
  - (5) Close unused road accesses from scenic travel corridors.
  - (6) Eliminate maintenance stockpile sites that are visible from scenic travel corridors.
  - (7) Create or restore openings in vegetation along Washington State Route 14, Interstate 84, and the Historic Columbia River Highway to provide or improve views of the Columbia River and the walls of the Gorge in a manner that does not adversely affect scenic, cultural, natural, or recreation resources of the Scenic Area.
- C. Establish a program to reclaim abandoned quarries in the foreground of scenic travel corridors.
- D. Encourage communities along scenic travel corridors to enhance the entries to their communities.
- E. Provide Forest Service cost-share funding, including recreation funds, in order to encourage the placement of Scenic Area entry signs consistent with the Columbia River Gorge National Scenic Area Graphic Signing System.
- 3. Encourage federal and state agencies to monitor air quality and visibility in the Scenic Area and to study the Scenic Area for designation as a Class 1 airshed.
- 4. Encourage timber operators in the GMA to protect scenic values in scenic travel corridors, using the following measures:
  - A. Ask project applicants to seek technical assistance to protect scenic values.

- B. Encourage the Forest Service or other appropriate resources to provide technical assistance to project applicants and/or local government.
- C. Encourage project applicants to design appropriate clearcut size, location, and pattern.
- D. Encourage use of conservation easements to mitigate project impacts and recognize property values.

## CULTURAL RESOURCES ENHANCEMENT STRATEGIES

### GMA/SMA Objectives

- 1. Increase understanding of and appreciation for cultural resources.
  - A. Promote educational and interpretive programs that increase public awareness of cultural resources.
  - B. Develop cooperative programs with Native Americans to enhance public understanding of their cultural history.
  - C. Increase public awareness of historic structures and sites and of the National Register of Historic Places.
  - D. Encourage increased efforts to research and document the cultural history of the area through ongoing oral history projects, including interviews of "oldtimers" and Native Americans.
- 2. Promote the protection, restoration, and enhancement of cultural sites.
  - A. Seek funds for a complete cultural resource inventory of the Scenic Area, in coordination with Indian tribal and local governments and state and federal agencies.
  - B. Determine an appropriate strategy for protection of sensitive cultural resource sites such as Miller Island.
  - C. Identify and map traditional plant-gathering areas and restore the plant habitat wherever possible.
  - D. Identify and interpret Oregon trail locations throughout the Scenic Area.

- E. Develop a comprehensive strategy for the entire Scenic Area to integrate all law enforcement efforts for purposes of cultural resources protection.
- F. Expand education programs to gain public support for vandalism prevention.
- 3. Encourage enhancement of historic and landmark structures and cultural landscapes.
  - A. Promote public awareness of tax and other incentives available for the protection of historic buildings.
  - B. Promote retention or rehabilitation of historic rock guardrails and other historical components of the highway rights-of-way wherever practicable.
  - C. Ensure that restoration projects are in keeping with National Register status of structures, facilities, or landscapes.



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*Original stone  
masonry of the  
Historic Columbia  
River Highway*

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## NATURAL RESOURCES ENHANCEMENT STRATEGIES

### GMA/SMA Objectives

- 1. Enhance soil, water, and air resources to ensure sustainability of natural resources over time.
  - A. Facilitate implementation of Soil Conservation Service and land-grant university cooperative extension programs to increase soil productivity.



- B. Develop a program to enhance soil water retention and reduce runoff. Give preference to use of native species.
  - C. Encourage federal and state agencies to undertake a comprehensive water quality monitoring program on the Columbia River and its major tributaries.
  - D. Help establish and participate in a comprehensive air quality monitoring program for the Gorge.
2. Establish cooperative programs to enhance significant natural resources in the Scenic Area. Programs should emphasize public lands, but encourage participation by private landowners.
- A. Use interagency task forces established by the Forest Service to prepare site-specific plans for Open Space areas.
  - B. Develop a comprehensive program to inventory existing oak woodlands and propose methods for their protection, including incentives for property owner cooperation and support, acquisition of sensitive stands, and easements to preserve the oaks on large parcels.
  - C. Work cooperatively with private owners, native plant societies, concerned individuals, and other organizations to enhance floral habitats. Expand the inventories of wildflower areas throughout the Scenic Area; develop protection guidelines and strategies, such as easements, acquisition, and mitigations; and encourage nurseries to carry native species for landscaping or mitigation proposals.
  - D. Support the Northwest Power Planning Council's efforts to restore anadromous fish runs in the Columbia River. Participate in these efforts by implementing the Forest Service three-region fish policy for coordinated management of anadromous fish resources.
  - E. Work cooperatively with the state wildlife agencies and landowners to enhance conservation of winter range and to identify and develop strategies (including tax incentives) for nongame wildlife habitat conservation and enhancement.
  - F. Continue and expand programs to enhance waterfowl habitat and shallow-water fish habitat.
  - G. Provide Forest Service evaluation of identified natural areas for possible designation as a Research Natural Area (RNA). Where appropriate, prepare reports and recommendations for designation as RNA.

- H. In cooperation with state and federal agencies, design and implement a restoration and enhancement program for wetlands and riparian areas, to include revegetation and stream channel improvements for wildlife and fish habitats.
  - I. Encourage the use of fire to restore and perpetuate natural ecosystems.
3. Develop educational and technical assistance programs to expand public awareness and understanding of ecological principles and ecosystem management.
- A. Develop public education opportunities that will foster better appreciation and understanding of the natural resources and land stewardship. These opportunities should be closely linked to the Columbia River Gorge National Scenic Area Interpretive Strategy.
  - B. Develop an interagency education program to foster protection of wetlands and riparian areas from cattle grazing.
  - C. In cooperation with the appropriate state and federal agencies (e.g., State Extension Service), develop supporting documentation and provide technical assistance for landowners exploring alternatives to chemical use for vegetation management.

## RECREATION RESOURCES ENHANCEMENT STRATEGIES

### GMA/SMA Objective

- 1. Enhance the recreational experience in the Scenic Area.
  - A. Encourage the creation or restoration of openings in vegetation along Washington State Route 14, Interstate 84, and the Historic Columbia River Highway to provide or improve views of the Columbia River and the walls of the Gorge.
  - B. Promote programs that increase awareness and appreciation of the great diversity of natural, cultural, scenic, and recreation resources of the Scenic Area.
  - C. Encourage provision of alternative modes of transportation (including bus, shuttles, rail, and boat) to recreation destinations in order to reduce resource impacts and to facilitate visitation by all segments of the public.
  - D. Encourage provision of transportation modes that are recreational in nature.

- E. Improve linkages between different modes of transportation at major recreation sites in the Scenic Area.
- F. Encourage comprehensive recreation planning that fosters a unified, regional approach.
- G. Provide additional opportunities and facilities for recreational access to the Columbia River and its tributaries, scenic appreciation, and other resource-based recreation uses.

## FOREST LAND ENHANCEMENT STRATEGIES

### SMA/GMA Objective

- 1. Enhance the ability of forest land to ensure continued productivity and economic benefits over time.
  - A. Enhance forestry on lands designated Commercial Forest Land or Large or Small Woodland by encouraging consolidation of small, inefficient tracts into more efficient ownerships.
  - B. Enhance forestry by encouraging Washington and Oregon to consider grants and loans to secondary processors of forest products under Section 11 of the Scenic Area Act and other economic development programs.
  - C. Undertake the following actions by the Forest Service:
    - (1) Develop cooperative programs with state agencies, educational groups, and concerned individuals to encourage the protection and integration of soils, forest ecosystems, long-term productivity, and natural resources.
    - (2) Initiate forest management projects to demonstrate good stewardship and long-term sustainable forest management.
    - (3) Provide technical assistance to forest managers for design of forest management activities to ensure sustained productivity.
    - (4) Increase public awareness of existing programs designed to ensure sustained productivity, such as the forestry incentive program and the use of easements.
    - (5) Develop incentive programs to encourage long-term stewardship for small woodlot management.

- (6) Assist with marketing and research efforts to enhance the economic viability of secondary manufacturing for wood products, increased utilization of wood products and other miscellaneous forest products.

## AGRICULTURAL LAND ENHANCEMENT STRATEGIES

### GMA/SMA Objective

1. Enhance the sustainability of agricultural land to ensure continued economic benefits.
  - A. Encourage consolidation of small, inefficient parcels of agricultural land into larger, more efficient tracts.
  - B. Support and promote the Oregon and Washington farm value assessment programs that provide tax incentives for continued agricultural use and enhance the competitive capabilities of farms and ranches, thereby encouraging the long-term enhancement, preservation, and expansion of agricultural lands. Support programs that encourage agricultural practices that preserve other natural resources.
  - C. Develop new strategies to provide incentives for soil and water conservation and for sustained agricultural productivity.
  - D. Promote public education programs that foster greater understanding of agricultural practices, agricultural ecosystems, and good stewardship of the land.
  - E. Encourage cooperative programs with state and federal agencies and the Soil Conservation Service to explore the integration of wildlife needs with agricultural practices. Such practices could include retention of hedge rows, construction of windrows, management of small commercial woodlands, restoration of native grasses, restoration of wetlands, and integrated pest management.
  - F. Encourage the protection of non-commercial woodlands, such as oak stands, for groundwater replenishment, soil retention, and wildlife habitat needs.
  - G. Enhance agriculture by allowing processing and packing of agricultural products and other uses that offer direct marketing opportunities, subject to review to minimize the loss of agricultural land and to limit the size and scale of use.



## EMERGENCY SERVICES STRATEGIES

### GMA/SMA Objectives

1. With facilitation by the Forest Service, develop a coordinated, interagency emergency response plan for the Scenic Area. The plan should address law enforcement; search and rescue services; and fire, hazardous materials, and catastrophic event response services. The plan should include the following elements:
  - A. A coordinated incident command system developed by the agencies and communities in the Gorge, including federal, state, county, city, and protection district agencies.
  - B. A Forest Service interagency fire management strategy, including an assessment of fire potential.
  - C. Consultation with a Forest Service resource advisor during emergency situations, including fire suppression, law enforcement, search and rescue, hazardous materials, and other catastrophic incidents, in order to avoid adversely affecting scenic, cultural, recreation, and natural resources.
  - D. Increased law enforcement services on National Forest lands by the Forest Service and by interagency agreements.



# Interpretation and Education

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"Interpretation aims at giving people new understanding, new insights, new enthusiasms, new interests. . . . A good interpreter is sort of a Pied Piper, leading people easily into new and fascinating worlds that their senses never really penetrated before."

(*Interpreting the Environment*, Grant W. Sharp, 1976)

Interpretive and educational programs and facilities are an important part of Congress's vision for the Scenic Area, as well as the vision of the Gorge Commission and Forest Service, expressed through the provisions of the Management Plan. Sections 6 and 8 of the Scenic Area Act specifically direct both agencies to "identify areas suitable for. . . public use facilities. . . including . . . educational and interpretive facilities." The Act also authorizes

funding for an interpretive center to be located in the Scenic Area.

This chapter provides a basic policy framework guiding the interpretative and educational programs for the Scenic Area. Specific goals, objectives, and guidelines for interpretation are included in Part I, Chapter 4: Recreation Resources. The *Interpretive Strategy for the Columbia Gorge National Scenic Area*, incorporated by reference into the Management Plan, is a separate document that provides detailed recommendations for interpretive themes, facilities, and programs at particular sites in the Scenic Area. It is recommended that readers interested in specific interpretive and educational opportunities and facilities refer to that document.

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## GMA/SMA PROVISIONS

### GMA/SMA Goal

Protect and enhance the human and natural resources of the Scenic Area by increasing public awareness, understanding, and appreciation of them.

### GMA/SMA Policies

1. Interpretive and educational facilities and activities should be provided that increase awareness, understanding, and appreciation of the diversity of Scenic Area resources and their interrelationships.

2. Interpretive and educational facilities and activities should be provided that increase awareness and understanding of how Gorge resources have affected human activity, and how human activity has affected and continues to affect all the resources of the Gorge.
3. Interpretive and educational opportunities should be provided that attract visitors to the Gorge, meet their needs, enhance their experience, and increase their knowledge.
4. A full spectrum of barrier-free (physical, linguistic, cultural, sensory) interpretive and educational opportunities should be provided.
5. Implementation of interpretive and education facilities and activities in the Scenic Area should follow the recommendations of the Columbia River Gorge National Scenic Area Interpretive Strategy.
6. The Gorge Discovery Center at Crate's Point should be the focus and nucleus of interpretive planning and activities in the Scenic Area. Interpretive staff should coordinate with other agencies and partners.
7. The interpretive program at the Skamania Lodge Conference Center should function as an extension of The Gorge Discovery Center, providing both orientation information and interpretive services.
8. An environmental education program based on the resources of the Gorge should be established for elementary through secondary students and adult groups.
9. Four gateway centers, a series of information stations, and Scenic Area entry signs should be established to provide Gorge-wide visitor orientation information and interpretation based on the immediate environment.
10. All interpretive and educational facilities, activities, and media shall be designed to comply with all the guidelines and policies of the Management Plan.
11. Measures to protect sensitive cultural and natural resources shall be required as part of any interpretive or educational effort. Tribal consultation shall be required for any efforts involving interpretation of Native American prehistory, history, or culture.
12. Interpretive and educational facilities shall be funded through recreation appropriations and partnerships.



## PART IV

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### Administration



# Gorge Commission Role

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Congress assigned to the Gorge Commission a number of duties to implement the Scenic Area Act. These include ensuring compliance with the Management Plan, revising the

Management Plan when needed, changing Urban Area boundaries, and hearing appeals of county decisions. The policies in this chapter define the manner in which these duties will be discharged.

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## AMENDMENT OF THE MANAGEMENT PLAN

Congress gave the Gorge Commission the authority to amend the Management Plan, after adoption, if it determines that conditions within the Scenic Area have changed significantly.

### Policies

1. The Gorge Commission may amend the Management Plan, upon application by any person or upon its own motion, if it determines that conditions within the Scenic Area have changed significantly since adoption of the Management Plan. Plan amendments must be consistent with the Scenic Area Act and other provisions of the plan.
  2. The Gorge Commission shall consider a proposal to amend the Management Plan at a hearing held for that purpose only after consultation with the Forest Service, the Indian tribes, and the appropriate county or counties.
  3. The Gorge Commission shall schedule meetings to consider amendments to the Management Plan at 6-month intervals following its consideration of the first proposal to amend the Management Plan.
  4. The Gorge Commission shall consider a plan amendment upon a final judicial determination that a taking of private property has occurred as a result of
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application of the Management Plan. The judicial determination shall be deemed a significant change in conditions under Section 6(h) of the Scenic Area Act.

5. The Gorge Commission shall submit amendments of the Management Plan to the Secretary of Agriculture in accordance with Section 6(h) of the Scenic Area Act.

## PERIODIC REVIEW OF THE MANAGEMENT PLAN

Congress directed the Gorge Commission to review the Management Plan periodically to determine whether it should be revised. Congress said the review should occur at least every 10 years, but not more often than every 5 years.

### Policies

1. The Gorge Commission shall review the Management Plan within 5 years after adoption to determine whether it should be revised.
2. As part of its periodic review, the Gorge Commission shall consult the Forest Service, the Indian tribes, and the counties during the review to solicit their views on whether the Management Plan should be revised and how it should be revised.
3. As part of its periodic review, the Gorge Commission shall hold one or more public hearings to solicit the views of the public as to whether and how the Management Plan should be revised.
4. If the Gorge Commission revises the Management Plan during its periodic review, it shall submit the revised Management Plan to the Secretary of Agriculture in accordance with Section 6(g) of the Scenic Area Act.

## MONITORING IMPLEMENTATION OF THE MANAGEMENT PLAN

Once the Gorge Commission has adopted the Management Plan and the counties have put ordinances in place to give it effect, Congress and the people of the Gorge and the nation are entitled to know whether the Management Plan is working. The Gorge Commission shares responsibility with the Forest Service to monitor and evaluate the implementation of the Management Plan.

Congress expressly directed the Gorge Commission to monitor implementation of the Management Plan by the counties:



The Commission shall monitor activities of counties pursuant to this Act and shall take such actions as it determines are necessary to ensure compliance [Section 15(a)(1)].

It is not just the counties, however, that have implementation duties under the Scenic Area Act and the Management Plan. The Forest Service, other federal agencies, state agencies, local governments, and the Gorge Commission itself all have responsibilities after the Management Plan is adopted. Activities by counties and these agencies will, to a large extent, determine the success or failure of the Scenic Area Act.

The Gorge Commission, in cooperation with the Forest Service, the counties, the Indian tribes, local governments, and state and federal agencies, must establish and carry out a program of monitoring and evaluating the implementation of the Management Plan.

### Policies

1. The Gorge Commission shall work with the Forest Service, the counties, the Indian tribes, local governments, and state and federal agencies to establish a program for monitoring and evaluating the implementation of the Management Plan and the Scenic Area Act.
2. The Gorge Commission shall design its monitoring and evaluation program to accomplish the following purposes:
  - A. Determine whether the Management Plan is protecting the scenic, cultural, natural, and recreation resources of the Scenic Area.
  - B. Determine whether the Management Plan supports and protects the economy of the Columbia River Gorge area.
  - C. Determine whether the counties are properly implementing the Management Plan.
  - D. Evaluate the Management Plan for possible revisions at the time of periodic review of the Management Plan as required by the Scenic Area Act.
  - E. Determine whether the enhancement measures and programs called for in the Management Plan have in fact enhanced the scenic, cultural, natural, and recreation resources of the Scenic Area.
  - F. Ensure compliance with orders issued by the Gorge Commission in development reviews and enforcement proceedings.
3. As part of its monitoring and evaluation program, the Gorge Commission shall periodically evaluate county development review decisions. In consultation with

the counties, the Gorge Commission shall develop a method to record and evaluate the decisions. The Gorge Commission shall first discuss the results of its evaluation with each county planning department and then present the results to county elected officials.

4. The Gorge Commission shall monitor land use appeals taken to county elected officials in which the appellant asserts a taking claim based upon a requirement in the Management Plan. Upon request by a county, the Gorge Commission shall extend appropriate assistance to the county in defending the claim.
5. Within 1 year following adoption of the Management Plan, and each year thereafter, the Gorge Commission shall publish the results of this monitoring and evaluation program as part of its *Annual Report to the States of Washington and Oregon*. The report shall be available for general distribution.
6. In cooperation with the Forest Service, the Gorge Commission shall keep current and work to improve the database in the inventories that form the basis of the Management Plan.
7. The Gorge Commission shall work with Gorge counties and the States of Washington and Oregon to identify and reconcile differences in direction to county governments from the Scenic Area Act, the Bi-State Compact, the Management Plan, and other state statutes.

## CIVIL PENALTIES

Congress authorized the Gorge Commission to assess a civil penalty in order to prevent violations of the Management Plan, a county ordinance, or any Gorge Commission order or implementation measure. The penalty may not exceed \$10,000 per violation.

### Policies

1. The Gorge Commission may assess a civil penalty against any person or entity that willfully violates the Management Plan, a county ordinance, or any Commission order or implementation measure adopted pursuant to the Scenic Area Act. The penalty may not exceed \$10,000 per violation.
2. The Gorge Commission may not assess a civil penalty until it has given the person or entity against which it would be assessed notice and an opportunity to be heard.

3. The Gorge Commission shall consider the assessment of a civil penalty at an adjudicative hearing held for that purpose.
4. The Gorge Commission may compromise, modify, or remit, with or without conditions, any civil penalty assessed, taking into consideration the nature and seriousness of the violation and the efforts of the violator to remedy the violation in a timely manner.
5. The Gorge Commission shall adopt rules to implement the Scenic Area Act and these policies after consultation with the Secretary, the counties, and the Indian tribes and only after public hearings.

## APPEALS TO THE GORGE COMMISSION

Congress authorized people to appeal county decisions relating to the implementation of the Scenic Area Act to the Gorge Commission:

Any person or entity adversely affected by a final action or order of a county that relates to the implementation of this Act may appeal such action or order to the Commission by filing with the Commission within thirty days of such action or order, a written petition requesting that such action or order be modified, terminated or set aside [Section 15(a)(2)].

### Policies

1. The Gorge Commission shall consider an appeal at a hearing held for that purpose, only after notice to the petitioner, the affected county, and others eligible to become parties to the proceeding. The Gorge Commission's hearing shall be based upon the record before the county as long as the county has based its decision upon a record made at an adjudicative hearing open to participation by persons adversely affected or aggrieved.
2. The Gorge Commission shall adopt rules to implement the appeals provisions in the Scenic Area Act after consultation with the Secretary, the counties, and the Indian tribes and only after public hearings.

## REVISION OF URBAN AREA BOUNDARIES

Congress designated 13 cities and towns as "Urban Areas": Cascade Locks, Hood River, Mosier, and The Dalles, Oregon; and Bingen, Carson, Dallesport, Home Valley, Lyle, North Bonneville, Stevenson, White Salmon, and Wishram, Washington. Urban Areas are exempt from regulation under the Management Plan. Congress established the boundaries of the Urban Areas when it enacted the Scenic Area Act. However, it

authorized the Gorge Commission to make minor revisions to the Urban Area boundaries. Congress also set forth in the Scenic Area Act a process and criteria for use by the Gorge Commission in carrying out the revision process. The following policies govern the revision of Urban Area boundaries.



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*Lyle Urban Area and the Klickitat River Canyon in Washington*

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### Policies

1. The Gorge Commission may make minor revisions to the boundaries of Urban Areas upon a majority vote of two-thirds of the members of the Gorge Commission, including a majority of the members from each state.
2. A county may apply to the Gorge Commission to make a minor revision in the boundary of an Urban Area within the county's jurisdiction.
3. Before revising an Urban Area boundary, the Gorge Commission shall consult with the Secretary of Agriculture prior to any hearing on the revision.
4. The Gorge Commission shall consider an application for a minor revision to an Urban Area boundary at an adjudicative hearing held for that purpose. The Gorge Commission shall adopt procedures for urban boundary revision hearings.



5. As soon as possible after adoption of the Management Plan, the Gorge Commission shall consider applications to amend Urban Area boundaries in the following order of priority:
  - A. Applications involving lands within city limits that lie outside Urban Area boundaries.
  - B. Applications involving port properties and existing-industrial properties within Urban Areas along the shorelines of the Columbia River.
  - C. Applications involving lands within urban growth boundaries, approved by an Oregon or Washington growth management agency, but outside Urban Area boundaries.
  - D. Applications involving existing waterfront industrial uses adjacent to Urban Areas.
  - E. Other applications in the order received since June 12, 1987.
6. The Gorge Commission shall review and consider proposed revisions to Urban Area boundaries that do not qualify for revision under Section 4(f) of the Scenic Area Act. After review, and after a public hearing on the matter, the Gorge Commission shall consider appropriate recommendations to Congress on the boundaries. The Gorge Commission shall attempt to complete these reviews within 5 months after adoption of the Management Plan.

### Guidelines

1. The Commission may revise the boundaries of an Urban Area only if it finds that all of the following conditions exist:
  - A. A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan.
  - B. Revision of Urban Area boundaries would be consistent with the purposes of the Scenic Area Act and the standards established in Section 6 of the Act.
  - C. Revision of Urban Area boundaries would result in maximum efficiency of land uses within and on the fringe of existing Urban Areas.
  - D. Revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces.

## REVISION OF SCENIC AREA BOUNDARIES

The Scenic Area Act does not contain administrative procedures or substantive criteria for revising the exterior boundaries of the Scenic Area. Congressional action will be required before lands can be added to or removed from the Scenic Area.

The Gorge Commission recognizes that circumstances may exist or arise that necessitate a change in the boundaries of the Scenic Area. The Gorge Commission will consider proposed boundary revisions on a case-by-case basis. Recommendations for revising the boundaries of the Scenic Area will be forwarded to Congress.

### Policy

1. The Gorge Commission shall review and consider proposed revisions to the boundary of the Scenic Area for appropriate recommendations to Congress. The Gorge Commission shall consider first any proposed revision involving land within an urban service boundary established prior to enactment of the Scenic Area Act. The Gorge Commission shall review and consider priority proposals, after a public hearing, within 90 days following adoption of the Management Plan.

## COUNTY ORDINANCES

### Policies

1. Counties may adopt ordinances with provisions that vary from the policies and guidelines in the Management Plan as long as the ordinances provide greater protection for the scenic, cultural, natural, and recreation resources of the Scenic Area. Notwithstanding the designation policies in Part II of the Management Plan, the Gorge Commission shall, upon request from a local government, apply a more restrictive designation.
2. A county and a city may enter into an agreement to allow the other to implement a land use ordinance that applies to the city and that has been approved or adopted by the Gorge Commission under Section 8 of the Scenic Area Act.
3. Counties may grant variances to provisions in their land use ordinances that are not required by a policy or guideline in the Management Plan.
4. The Gorge Commission shall encourage the States of Washington and Oregon to make funds available to the counties to assist in the implementation of the Scenic Area Act and the Management Plan.

5. The Gorge Commission shall seek funds and an interagency agreement with the Forest Service to provide the services of resource professionals, such as biologists and archaeologists, to assist local governments and landowners to carry out the policies and guidelines in the Management Plan.





## Forest Service Role

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Implementation of the Management Plan charters a federal presence with an expanded focus beyond traditional Forest Service roles. In addition to administration of the National Forest System (NFS) lands in the Scenic Area, the Forest Service will be actively involved as a partner and provider of technical support for state and local governments on non-federal lands.

The Forest Service has acquired, through purchase, exchange, or donation, approximately 12,000 acres of new federal land in the Scenic Area added to the existing national forests. In addition, approximately 50,000 acres of the Gifford Pinchot National Forest and the Mt. Hood National Forest are inside the boundary of the Scenic Area. Additional federal lands will be added as the land acquisition program continues. Management and protection of these federal lands will be carried out by the National Scenic Area Forest Service administrative unit.

Management responsibilities on NFS lands will include administration of recreation facilities; design of resource protection, management, and enhancement strategies on federal lands; and provision of public information and services to visitors, users, and other interested parties.

The Forest Service intends to implement strategies designed to protect and integrate resource management. Additional opportunities, such as providing leadership in cultural resources, anadromous fisheries, oak woodland and wetlands management, will be incorporated into ongoing administration of the NFS lands in the Scenic Area.

The National Scenic Area Forest Service administrative unit will continue to administer the White Salmon and Klickitat Wild and Scenic Rivers, as designated in the Scenic Area Act and guided by the management plans prepared for these areas.

Monitoring and technical assistance responsibilities will continue after adoption of the Management Plan, and the Forest Service will maintain an active and visible role with the Gorge Commission, the six counties, and others involved in those activities. Forest Service plans call for staffing to provide assistance in specialized areas, including biology, forestry, botany, and landscape architecture.

Revisions and amendments to the Management Plan will require review and involvement of the Forest Service. The need for revisions should be tied closely to monitoring conclusions.

The Geographic Information System (GIS) has been used by the Forest Service to maintain inventory information, analyze data, and generate maps as necessary for the creation of the Management Plan. The GIS will be maintained and updated for use by the counties, Gorge Commission, and Forest Service.

Section 16 of the Scenic Area Act authorizes funds for continuing land acquisitions, and provides \$32.8 million for economic and recreation development programs. The Forest Service will administer the distribution of those funds, ensuring that the public interest is served and the purposes of the Scenic Area Act are fulfilled.

Section 7(d) of the Scenic Area Act authorizes the Secretary of Agriculture to design, construct, operate, and maintain recreation facilities that are included in the recreation assessment for the Scenic Area. The Forest Service will participate in the development process, either directly by designing and building the facilities and administering the sites, or by facilitating partnerships with other providers and user groups.

The National Scenic Area Forest Service administrative unit is supervised by the National Scenic Area Manager, who reports to the Regional Forester and is responsible for local Scenic Area administration. The administrative office for this unit will be headquartered in Hood River, Oregon, to continue providing local contact and accessibility to public and agency partners in administering the Scenic Area.

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## LAND ADJUSTMENT

The Scenic Area contains approximately 292,615 acres, of which approximately 115,100 acres fall within the Special Management Area (SMA). Of the 115,100 acres, some 70,000 acres are in other than federal ownership. Privately owned lands account for approximately 51,000 acres.

The first purpose of the Scenic Area Act is "to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge" [Section 3]. Section 9 of the Scenic Area Act states that "The Secretary is authorized to acquire any lands or interests therein within the special management areas and the Dodson/Warrendale Special Purchase Unit which the Secretary determines are needed to achieve the purposes of this Act."

The primary purpose of acquisition, then, is to protect or enhance the resources of the Scenic Area.

The acquisition philosophy of the Forest Service has been, and will generally continue to be, based on the "willing seller, willing buyer" concept, recognizing the Scenic Area Act's provisions and limitations on the use of eminent domain [Sections 9 and 10].

Acquisitions of land and interests will occur through purchase, donation, or land exchange. Acquisitions from states or political subdivisions may be made only through donations or exchange. Use of scenic or conservation easements is another method that can be used to protect or enhance a particular resource.

## LAND ACQUISITION DIRECTION

Since passage of the Scenic Area Act, land acquisitions have occurred through 1) the timberland exchanges specifically directed in Section 9(d), 2) direct purchases of tracts fitting the "hardship" provision of Section 9(c), and 3) purchase of a number of key properties containing important scenic, cultural, or natural resources. There have also been some parcels acquired through donations. Most of these acquisitions have been from individuals who came to the Forest Service with an offer to sell.

The Scenic Area Act authorized \$40 million for land and water acquisition. As of October 1991, the following funds have been expended and lands acquired:

**Purchase:**

11,936 acres acquired in fee  
1,531 acres acquired with conservation easement  
\$23,674,944 funds expended

**Land Exchange:**

5,659 acres completed  
4,298 acres completed pending U.S. Fish and Wildlife Service consultation

The Management Plan identifies resource opportunities and needs in the SMA that are important to fulfill the purposes of the Scenic Area Act. Those opportunities will be the focus of the land acquisition program. The Forest Service will take a proactive role in negotiating with landowners to ascertain the availability for sale of lands that enhance resources identified in the plan.

The following criteria will be used for determining federal land acquisition:

- High-priority public recreation sites.
- Lands threatened to be used in a manner inconsistent with the Management Plan.

- Sensitive lands such as wetlands, riparian areas, and floodplains.
- Lands supporting threatened or endangered species of fish, wildlife, or plants.
- Lands designated Open Space where significant resources have been identified, and where uses or development may endanger the resources.
- Highly scenic lands that are visible from key viewing areas. In these cases, an option is to procure scenic easements rather than acquire the lands in fee.
- Lands with known concentrations of cultural resource sites or a high probability of cultural resource sites.
- Hardship situations [Section 9(c)].
- Consolidation for increased efficiency in land management.
- Rights-of-way needed for public access for roads and trails.

In many cases, more than one of the above conditions may appear on a site. If that is the case, the priority of the site for acquisition could be higher. Priorities will be determined by the degree to which offered properties meet one or more of the criteria and resource or project needs, the timing of acquisition to meet such need, and the availability of properties for sale by willing sellers.

A land adjustment plan will be developed to identify specific geographic areas for acquisition.

## PURCHASE

Most lands purchased will be acquired in fee to provide the greatest degree of resource protection, management flexibility, and public benefit.

In addition to fee purchase, the Forest Service may purchase partial interests in land, where less than fee ownership will protect and perpetuate certain landscape settings or resources. Scenic easements have been acquired in the Mt. Pleasant (Washington) area to enhance the prevalent agricultural theme of land use. With these easements, landowners retain certain property rights and they continue traditional land uses that have contributed to special landscape settings and complement other Scenic Area objectives. The public, through the Forest Service, acquires those property rights related to such activities as residential development, timber harvest, or mineral operations which, if exercised, would detract from the scenic or natural resource qualities of the Scenic Area.



While the appraised value of these easements varies with the specific property rights being acquired, it is less than the cost of acquiring the fee ownership. The property also remains on local tax rolls. Administering these easements becomes a partnership; the landowner and the Forest Service jointly manage the property to achieve objectives of both the landowner and the Scenic Area Act.

Hardship acquisitions are mandated in Section 9(c) of the Scenic Area Act. This section directs the Secretary to give prompt consideration to cases in which the landowner will suffer hardship if the government does not acquire the land promptly. The Forest Service will continue to respond to this aspect of the Scenic Area Act in a manner that will complement Management Plan objectives.

## LAND EXCHANGE

Acquisition of land within the SMA by exchange, as authorized by Section 9(d), will be used primarily as a method to acquire and consolidate into one ownership forest lands with important scenic, cultural, recreational, and natural resources. The capability to protect and enhance resources will also be improved. With few exceptions, federal land to be conveyed in exchange will come from available National Forest land outside the Scenic Area.

Section 9(d) of the Scenic Area Act addresses land exchanges involving unimproved forest land parcels at least 40 acres in size. Forest Service acquisition of such lands within the SMA serves the public interest by increasing the protection of sensitive resources on or near the lands and minimizing outlay of public funds that would be required for purchasing these lands. The landowners' interests are served, as exchange allows them to maintain a forest land base. Initial proposals that have been made since the Scenic Area Act was enacted indicate that approximately 12,500 acres will be acquired through land exchange.

Section 9(d) provides much the same authority as the Forest Service possesses under other land exchange authorities, including that lands of both parties be of substantially equal value. However, there are a few features specific to the Scenic Area legislation.

For example, specific lands on four National Forests are described as candidates for exchange. Lands must be valued with the highest and best use as timberland. Also, exchanges of land across state boundaries are allowed. Section 9 contains a time limitation; an owner must offer to exchange the land before 180 days have passed after the Management Plan is adopted. After that time, opportunities for land exchange are expected to be minimal, and will be limited to those exchange authorities normally available to the Forest Service.

Land exchanges have been complicated by delays. Because of these delays, the Forest Service will recommend to Congress an extension of the 180-day time limitation.

Limited use of land exchange to dispose of land or interests in land can be a tool to enhance Forest Service ability to manage the Scenic Area more efficiently. In some hardship cases, the Forest Service has purchased farm land or land with improvements in fee because a scenic easement was not possible or not feasible at the time. These lands would be candidates for exchange, with the Forest Service retaining scenic easements. In a few other cases, the Forest Service has acquired houses or other improvements that do not necessarily contribute to meeting the purposes of the Scenic Area Act. Exchanging lands within the Scenic Area would be considered only if it did not compromise the scenic, cultural, recreational, or natural resources of the Scenic Area.

## RIGHTS-OF-WAY NEEDED FOR PUBLIC ACCESS

With relatively little National Forest land in much of the SMA, there are few opportunities for access to public land, except for state and county roads. Purchases and exchanges have incorporated access rights wherever possible. However, because the Management Plan has been evolving at the same time acquisitions were occurring, the location of those access rights may not be adequate to complement public visitation or administrative needs.

The Recreation Development Plan (Part III, Chapter 1) identifies trails, campgrounds, and other visitor and administrative "facilities" that will need planned access, either by trail or road. With completion of these plans, the purchase and land exchange programs will be able to more effectively incorporate access needs into acquisitions. Specific access needs will be identified in the Scenic Area's annual program of work. Negotiating for purchase, exchange, or donation of easements will be an important acquisition tool. Access needs offer opportunities for partnerships with a wide range of cooperators, including landowners and user groups.

## EFFECT ON LOCAL GOVERNMENT FINANCES

The Scenic Area Act included several provisions for offsetting the potential reduction of local taxes as a result of federal land acquisition. Section 14(b) provides that acquired lands will be included in determining a county's share of timber receipts from National Forest lands. Also, Section 14(c) provides for payments in lieu of taxes to a county for a certain period of time.

## REVISION OF SMA BOUNDARIES

The Scenic Area Act [Section 4(c)] describes the following procedures for adjustments to SMA boundaries:

The Secretary, in consultation with the Commission, may make minor revisions in the boundaries of special management areas after publication of notice to that effect in the Federal Register and submission of notice thereof to the Committee on Energy and Natural Resources of the United States Senate and the Committees on Agriculture and Interior and Insular Affairs of the United States House of Representatives.

The Scenic Area Act also requires publishing the proposed boundary revision in the Federal Register.

To date, one minor revision has been made to the SMA boundary at Rowena. As the Scenic Area Act requires, the procedure followed in that case will be used in any other boundary revision that might be appropriate. Changes in the SMA boundary will be considered where such changes would help enhance and protect scenic, cultural, recreation, and natural resources; an example would be the Hudson Hill area east of Mosier.

The Forest Service will consider developing with the Gorge Commission a joint proposal with to Congress for the inclusion in the SMA of the area of the Historic Columbia River Highway east of Hood River.

A proposal for a Scenic Area exterior boundary revision has been made for the Major Creek area where the boundary falls inside the rim of the canyon. Portions of the drainage remain outside the boundary. The Scenic Area Act does not address Scenic Area exterior boundary revisions. Changes to the exterior boundary will require congressional action. Analysis of the situation has been initiated, and a legislative proposal will be formulated.

## MONITORING AND ENFORCEMENT

A comprehensive program to monitor implementation of the Management Plan is essential to ensure that the purposes of the Scenic Area Act are achieved. Monitoring should emphasize two components:

1. Are the guidelines being met through appropriate implementation of the county ordinances and other requirements?



2. Are the scenic, cultural, recreation, and natural resources being protected and enhanced through application of the management guidelines and implementation of enhancement and action program strategies?

Monitoring of county implementation actions is primarily the responsibility of the Gorge Commission, as required in Section 15 (a)(1) of the Scenic Area Act. However, in the SMA, where lands are being used or are in imminent danger of being used in a manner incompatible with the county ordinances, Section 9 gives the Forest Service the authority to acquire such lands without consent of the owner. Therefore, the Forest Service will also monitor actions in the SMA.

Counties will not have authority to implement all guidelines through county ordinances. In some cases, such as review of forest practices, the Forest Service will retain jurisdiction to review uses or development and certify consistency with the Management Plan. Where this is the case, the Forest Service will monitor the results of these actions to ensure that required mitigation measures are implemented and the resources are protected.

Specific subjects and data elements for monitoring the resources are proposed below. A detailed monitoring program will be designed to include methodologies and show progress, problems, and proposed adjustments. An annual report is proposed to summarize the monitoring results and make recommendations to the Gorge Commission for any management changes that may be indicated by the findings.

## SCENIC RESOURCES

The Management Plan goals for scenic resources call for protecting the scenic values on both the broad landscape setting level and the individual development level.

Much of the value of the Scenic Area is expressed in the opportunity to appreciate important vistas. The level of visibility affects the ability to appreciate the beauty of the landscape, especially the color and contrasting forms of distant features. Air pollution can impair the quality of the viewing experience, and should be monitored to ensure the protection of the clear views that everyone enjoys.

Aerial and oblique photographs will provide the monitoring record to assess changes to the scenery. A system of visual monitoring points was established in 1988. Twenty-seven sites in the Scenic Area were designated as monitoring points from which oblique panoramic photographs will be taken on a regular basis. This photography will be repeated every 5 to 10 years to measure changes in the landscape and identify problem areas.

In 1987 and 1988, complete sets of black and white and color vertical aerial photographs were taken for the entire Scenic Area. All or part of the Scenic Area can be rephotographed on a regular basis or as needed for a specific area. Analysis of



the changes from a vertical perspective will supplement the panoramic photographic monitoring.

Annual monitoring of the scenic resources will address the following topics:

1. Effects of changes to the scenery that may have occurred from development, including cumulative effects.
2. Results of air quality visibility monitoring to assess changes to viewing ability.
3. Evaluation of county actions to assess the effectiveness of the county ordinances to protect scenic resources.
4. Effects on the scenic resource of enhancement activities performed during the preceding year.

## CULTURAL RESOURCES AND TREATY RIGHTS

The Management Plan goal is to protect cultural resources from potential adverse effects. Site-specific inventory and analysis, consultation with Indian tribes, and design of mitigation measures are required to implement this goal. Expanded and strengthened law enforcement efforts will also be developed to reduce or minimize theft and vandalism of cultural resources.

Scenic Area inventories include identification of known cultural resources and will be expanded to include data on resources located during site inventories and analysis for new developments.

The annual monitoring program will address the following topics:

1. Effectiveness of the guidelines for protecting cultural resources, including county implementation.
2. Summary of cultural resources located during the previous year. Site-specific data will not be included in any report released to the public.
3. Effectiveness of law enforcement efforts for preventing vandalism of cultural resource sites.
4. Evaluation of Indian treaty right protection measures.

## NATURAL RESOURCES

Natural resources in the Columbia River Gorge are varied and extensive. The Management Plan goal to protect and enhance those resources therefore involves a broad program with participation by numerous agencies focused on the many different elements in the environment.

Baseline information in the Scenic Area inventories is not, for the most part, site specific. More detailed information will be gathered over time, particularly for those natural resources most at risk. The monitoring program will be designed in conjunction with the many agencies with responsibility for managing and protecting the resources.



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*Oak-pine woodland at  
Catherine Creek, Washington*

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In addition, organizations such as the Nature Conservancy, Audubon Society, and the Native Plant Society maintain data bases and expertise relative to various natural resources. Their assistance could help ensure a strong and effective monitoring program.

The annual monitoring program will address the following topics:

1. Effects on fish, wildlife and plant habitat and populations resulting from development actions, including cumulative effects.

2. Results of county actions to assess the effectiveness of the county ordinances in protecting natural resources.
3. Effects and results of natural resource enhancement activities.
4. Establishment of a wetlands and riparian area database for the entire Scenic Area.
5. Water quality.

## **OPEN SPACE**

Open Space lands are important to protect the scenic, cultural, recreation, and natural resources of the Scenic Area. Monitoring will address the following topics:

1. Progress towards completion of Open Space management plans for designated areas.
2. Protection and enhancement projects or activities undertaken in Open Space areas.
3. Effectiveness of guidelines to protect Open Space resources.

## **FOREST AND AGRICULTURAL LANDS**

Forest and agricultural lands are important elements of the economic base of the Scenic Area and provide a variety of other benefits, including scenic and natural resources.

Annual monitoring will address the following topics:

1. Compliance with the forest practices guidelines established for the Scenic Area, including mitigation for adverse effects on scenic, cultural, recreational, and natural resources.
2. The effectiveness of the forest and agricultural land use guidelines to ensure sustained productivity of forest and agricultural products.
3. The condition of forest lands in terms of health, disease, and protection from conversion.
4. Effectiveness of cooperative fire protection and management strategies.
5. Protection of wetlands and riparian areas from agricultural practices.

6. Effectiveness of county implementation of guidelines protecting agricultural and forest lands from conversion.

## RECREATION

Recreation is a fast-changing component of the Scenic Area. Changes in visitation could affect both the quality of the recreation experience and the other resources. Since recreation development funds are limited, it is important to analyze the effectiveness of the development program and adjust it as necessary.

Annual monitoring will include the following topics:

1. Effectiveness of the guidelines to protect the recreation resource, including compliance with recreation intensity class guidelines.
2. Tabulation of annual recreation visitation to the Scenic Area.
3. Status report of annual recreation development and enhancement projects and funds expended in the Scenic Area.
4. Assessment of whether new recreation developments, such as the Scenic Area Conference Center and the Interpretive Center, have met recreation objectives, policies, and guidelines.
5. Monitoring use at the most popular sites, such as Multnomah Falls, to determine if strategies are required to avoid overuse and damage to resources.

## LAND ACQUISITION

The annual monitoring report will track land adjustment activities. Annual monitoring will include the following topics:

1. The amount of land purchased or acquired through exchange or easements.
2. Funds expended annually and cumulatively for land acquisition in the Scenic Area.
3. Compliance with scenic and conservation easement conditions.



## ECONOMIC DEVELOPMENT

The Scenic Area Act provides a number of measures to enhance the economy of the Scenic Area. These measures include protection of agricultural and forest lands; provision of economic development funds; and funding for recreation, interpretation, and conference facilities. Annual monitoring will include the following topics:

1. Compilation of available data regarding employment by principal sectors of the Scenic Area economy.
2. Changes in recreation and tourism visitation.
3. Effectiveness of recreation and tourism marketing efforts.
4. Review of economic activities undertaken with federal Scenic Area funding, as reported in each state's annual report in accordance with Section 11(d) of the Scenic Area Act.

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*Conceptual drawing  
for the  
Gorge Discovery  
Center near  
The Dalles, Oregon*

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THE GORGE DISCOVERY CENTER

## NATIONAL FOREST SYSTEM LANDS DIRECTION

Section 8(a) of the Scenic Area Act provides the following direction for National Forest System lands in the SMA:

The Secretary shall administer Federal lands within the special management areas in accordance with this Act and other laws, rules and regulations applicable to the National Forest System.

Direction for management of National Forest System lands is provided in this Management Plan and in the *Land and Resource Management Plan* for Mt. Hood National Forest (1990) and *Land and Resource Management Plan* for Gifford Pinchot National Forest (1990). These National Forest management plans were completed according to the National Forest Management Act (NFMA) and the National Environmental Policy Act (NEPA) and include alternative analysis and direction for resource management.

Projects undertaken on National Forest lands must comply with direction in the Management Plan and the two National Forest management plans.

Section 8(a) also provides that:

The construction of roads and the management, utilization and harvest of timber on Federal lands within the special management areas also shall be subject to Forest Service visual resource management guidelines.

The Mt. Hood and the Gifford Pinchot National Forest management plans and this Management Plan provide direction as to visual quality objectives for National Forest lands.

According to the Mt. Hood and Gifford Pinchot National Forest management plans, regulated commercial timber harvesting would not occur on most of the National Forest lands within the Scenic Area. Any timber harvesting on National Forest lands that would occur shall meet the assigned visual quality objective.

Section 8(a) further directs that:

The Secretary shall utilize lands acquired through exchange in calculating the allowable sales quantity on the Gifford Pinchot and Mt. Hood National Forests.

This requirement will be addressed in subsequent revisions of the Mt. Hood and Gifford Pinchot National Forest management plans. Section 9(a) of the Scenic Area Act also requires that acquired lands be subject to the Scenic Area regulations in accordance with this Management Plan.

As provided for in Section 17(f)(1) of the Scenic Area Act, Forest Service actions taken for the development of this Management Plan, land acquisition, and interim management are exempt from the National Environmental Policy Act (NEPA). However, Forest Service implementing actions taken subsequent to the adoption of this plan must comply with all laws and regulations applicable to National Forest System lands, including NEPA.

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# Indian Tribal Treaty Rights and Consultation

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## TREATY RIGHTS AND CONSULTATION IN THE GMA

The Nez Perce, Umatilla, Warm Springs, and Yakima Indian tribes signed treaties with Congress in 1855. These treaties ceded to the United States legal title to millions of acres of land. They also reserved and guaranteed certain aboriginal rights exercised by Indian people since time immemorial. These legally protected rights belong to each Indian tribe and are regulated and enforced by the respective Indian tribal governments. The Indian tribal governments exercise inherent sovereign powers, as limited by treaty or act of Congress.

The language and legislative history of the Scenic Area Act make it clear that Congress intended to protect the rights and sovereign powers of the Indian tribes. Section 17(a)(1) of the Scenic Area Act states that nothing shall "affect or modify any treaty or other rights of any Indian tribe." Indian tribal governments were also ensured a role in the management processes established under the Scenic Area Act. Section 6(e) states that the U.S. Secretary of Agriculture and the Gorge Commission must "exercise their responsibilities . . . in consultation with

. . . Indian tribes." Additional language regarding tribal rights and roles appears in Sections 6(a)(3)(C), 8(d)(3), 9(b)(2)(D), 13(b), 17(a)(2), 17(a)(3), 17(a)(4), 17(a)(7), and 17(a)(8).

Indian treaty rights must be observed by the Gorge Commission as well as local and state governments, federal agencies, and private citizens. Indian treaties provide that:

The exclusive right of taking fish in the streams running through and bordering said reservation is hereby secured to said Indians, and at all other usual and accustomed stations in common with citizens of the United States, and of erecting suitable buildings for curing the same; the privilege of hunting, gathering roots and berries and pasturing their stock on unclaimed lands in common with citizens is also secured to them. [Treaty with the Cayuse, Walla Walla, and Umatilla Tribes, 1855.]

This excerpt is similar to the language in the treaties signed by the Nez Perce, Warm Springs, and Yakima tribes.

"Usual and accustomed stations" include the Columbia River and its tributaries that support anadromous

and resident fish. The courts have generally interpreted "unclaimed lands" to mean all public lands.

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### *GMA Goal*

Ensure that the Scenic Area Act and its application do not affect or modify any treaty or other rights of any Indian tribe.

### *GMA Policies*

1. Local governments shall notify the four Indian tribal governments when new uses are proposed on lands where tribal members exercise treaty or other rights.
2. Indian tribal governments shall have an opportunity to review and comment on new uses that are proposed on lands, or in waters, where tribal members exercise treaty or other rights.
3. Project applicants shall consult Indian tribal governments that submit substantive comments about proposed uses that may affect or modify treaty or other rights.
4. Proposed uses that would affect or modify treaty or other rights of any Indian tribe shall be prohibited.

### *GMA Guidelines*

#### Tribal Government Notice and Comment Period

1. Local governments shall send a notice to the four tribal governments when new uses are (1) proposed on public lands, or (2) proposed in or adjacent to the Columbia River or its tributaries that support anadromous or resident fish.

Public lands include lands owned by cities, counties, states, and the United States. Lands adjacent to the Columbia River or its fishbearing tributaries are those lands that are situated directly between the Columbia River or its fishbearing tributaries and the closest public access point. Public access points include state highways and parks. The wildlife inventory in the "Streams, Ponds, Lakes, and Riparian Areas" section (Part I, Chapter 3: Natural Resources) identifies all tributaries in the Scenic Area that support anadromous and resident fish.



2. Notices sent to the Indian tribal governments shall include a site plan. As specified in guidelines 3 and 4 below, the notices also may require supplemental information and treaty rights protection plans.
3. New uses located in, or providing recreation river access to, the Columbia River or its fishbearing tributaries shall include the following supplemental information:
  - A. The site plan map shall show adjacent river areas at least 1/2 mile upstream and downstream from the project site, the locations at which river access is planned, and the locations of all tribal fishing sites known to the project applicant.
  - B. The site plan text shall include an assessment of the potential effects that new uses may have on Indian treaty rights. The assessment shall:
    - (1) Describe the type of river access and uses proposed, estimated period when the development would be used, and anticipated levels of use (people, boats, and other uses) during peak-use periods.
    - (2) List tribal commercial fishing seasons in the project vicinity, as established by the four treaty tribes.
    - (3) List tribal ceremonial fishing seasons in the project vicinity.
    - (4) Based on the above factors, assess the potential effects that the proposed uses may have on Indian treaty rights.
4. Notices shall include a treaty rights protection plan if new uses may affect Indian treaty rights. The protection plan shall specify measures that will be used to avoid effects to Indian treaty rights. These measures may include reducing the size and modifying the location or design of the proposed uses, seasonal closures, stringent onsite monitoring, information signs, and highly visible buoys or other markers delineating fishing net locations.
5. Indian tribal governments shall have 20 calendar days from the date a notice is mailed to submit substantive written comments to the local government. Indian tribal governments must identify the treaty rights that exist in the project vicinity and explain how they would be affected or modified by the new uses.

#### **Tribal Government Consultation**

1. When substantive written comments are submitted to a local government in a timely manner, the project applicant shall offer to meet with the local government

and the Indian tribal government that submitted comments within 10 calendar days. The 10-day consultation period may be extended upon agreement between the project applicant and the Indian tribal government.

Consultation meetings should provide an opportunity for the project applicant and tribal representatives to identify potential conflicts and explore options to eliminate them. The project applicant must demonstrate that his/her proposed use would not affect or modify treaty or other rights of any Indian tribe.

2. Any substantive comments, recommendations, or concerns expressed by Indian tribal governments during the consultation meeting shall be recorded and addressed by the project applicant in a treaty rights protection plan. The protection plan shall include measures to avoid effects to treaty and other rights of any Indian tribe.
3. The local government shall submit all protection plans to the Indian tribal governments. Indian tribal governments shall have 30 calendar days from the date a protection plan is mailed to submit written comments to the local government.

#### **Conclusion of the Treaty Rights Protection Process**

1. The local government shall decide whether the proposed uses would affect or modify any treaty or other rights of any Indian tribe.

The final decision shall integrate findings of fact that address any substantive comments, recommendations, or concerns expressed by Indian tribal governments. If the final decision contradicts the comments, recommendations, or concerns of Indian tribal governments, the local government must justify how it reached an opposing conclusion.

2. The treaty rights protection process may conclude if the local government determines that the proposed uses would not affect or modify treaty or other rights of any Indian tribe. Uses that would affect or modify such rights shall be prohibited.
3. A finding by the local government that the proposed uses would not affect or modify treaty or other rights, or a failure of an Indian tribe to comment or consult on the proposed uses as provided in these guidelines, in no way shall be interpreted as a waiver by the Indian tribe of a claim that such uses adversely affect or modify treaty or other tribal rights.



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*Traditional dip net  
fishing on the  
Klickitat River in  
Washington*

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## TREATY RIGHTS AND CONSULTATION IN THE SMA

The Forest Service is responsible for consulting with Indian tribal governments at the government-to-government level. The purpose of this process is to ensure that management activities will not affect treaty rights, and to provide meaningful participation in the identification, evaluation, and protection of cultural resources.

Section 17 (Savings Provisions) of the Scenic Area Act contains several provisions regarding the need to avoid potential effects on treaty rights. Treaty rights are defined by the treaties of

1855 between Congress and Indian tribal governments. These rights are not subject to negotiation. Potential effects to treaty rights must be avoided. The Forest Service has no authority to interpret or negotiate in the area of treaty rights.

Cultural resources are protected by the Scenic Area Act and the Historic Preservation Act of 1966. Indian tribal governments are identified as parties to be consulted during the inventory, evaluation, and protection of cultural resources.

### SMA Goals

1. Protect treaty and other rights of the Indian tribal governments.
2. Provide for a consultation process with Indian tribal governments.

### SMA Policies

1. The Forest Service shall consult with the Indian tribal governments to determine the effect of all new development or uses in the SMA on treaty rights and shall notify the county or reviewing agency of the determination.
2. The Forest Service shall establish a government-to-government consultation process between each Indian tribal government and the Forest Service, in accordance with the following:
  - A. The Scenic Area Manager shall be the agency official for the Forest Service, National Scenic Area, who is responsible for making decisions regarding treaty rights issues and potential effects on cultural resources.
  - B. The Indian tribal governments shall be the recognized entities for the purpose of authorizing decisions regarding treaty rights issues or potential effects to cultural resources.
  - C. The Scenic Area Manager shall designate the Forest Service representative for the purpose of maintaining a continuing working relationship with the Indian tribal governments.
  - D. The Indian tribal government should designate representatives for the purpose of maintaining a continuing working relationship with the Forest Service, National Scenic Area.
3. A continuing working relationship between the Forest Service and the Indian tribal governments shall be established.
  - A. The Forest Service shall enter into Memoranda of Understanding with each of the Indian tribal governments for the purpose of outlining consultation agreements, as provided for in Part I, Chapter 2: Cultural Resources.
  - B. The Memoranda of Understanding should identify key staff at each Indian tribal government to work with the Forest Service, National Scenic Area, designee.
  - C. The Memoranda of Understanding should establish procedures by which the Forest Service will consult with Indian tribal governments for proposed developments or changes in use.
  - D. The Memoranda of Understanding should establish the process by which the Forest Service will consult with Indian tribal governments for all proposed developments or changes in use that may have the potential to affect treaty rights or other uses.



- E. The Memoranda of Understanding should establish the government-to-government process by which Indian tribal governments and the Forest Service, National Scenic Area, meet individually to identify potential treaty rights issues for potential developments or changes in use.
  - F. The Memoranda of Understanding should establish a mutually agreeable process by which meetings and decisions between the Indian tribal governments and the Forest Service, National Scenic Area, are documented.
- 4. Lands held in trust by the Secretary of Interior for Indian tribes or individual members of Indian tribes shall not be affected by any provisions of the Management Plan.
  - 5. Lands acquired by the U.S. Army Corps of Engineers and administered by the Secretary of Interior for the benefit of Indian tribes and individual members of Indian tribes under Public Laws 14 and 100-581 (in-lieu sites), including those yet to be selected by the U.S. Army Corps of Engineers within the Bonneville Pool under the provisions of Public Law 100-581, Section 401(b)(1), shall not be affected by the SMA Management Plan for the Scenic Area.
  - 6. New uses and development shall not affect or modify any treaty or other rights of the Indian tribal governments.
  - 7. Any revisions or amendments to the Management Plan shall require consultation with the Indian tribal governments.
  - 8. New developments or land use shall protect access to usual and accustomed tribal or Indian fishing sites or stations protected under treaty rights, and as established by court interpretations of those treaties.
  - 9. Indian tribal governments shall be invited to participate in the planning of public recreation developments that could affect treaty rights.
  - 10. Federal land management agencies shall not deny Indian tribal governments, or individual members of Indian tribes, access to any area on federal or state land that is traditionally used in connection with tribal treaty or ceremonial rights or for traditional uses.



# Public Involvement

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## GMA PROVISIONS

The Gorge Commission believes that timely and appropriate public involvement is key to the long-range success of the Scenic Area Act. One of the first tasks undertaken by the Gorge Commission was the preparation of a public involvement program. This program ensured that the public had ample opportunities to participate in every phase of the planning process for the Management Plan. It resulted in hundreds of public meetings, periodic hearings and workshops, dozens of newsletters, and annual reports.

The adoption of the Management Plan

does not mark the end of public involvement. The purpose of the goals and policies in this chapter is to ensure a formal ongoing public involvement program. This program will benefit the Gorge Commission as well as interested parties. It will help the Gorge Commission keep abreast of the concerns and attitudes of specific interest groups, the public in general, local governments, and state and federal agencies. For government entities and the public, it will provide many and varied opportunities for involvement and education.



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*A community  
workshop on the Draft  
Management Plan*

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### GMA Goals

1. Provide for and consider a variety of viewpoints in decision making.
2. Encourage an informed public.
3. Consult and coordinate with other governmental jurisdictions, including the Forest Service, Indian tribal governments, county boards, city councils, and other state and federal agencies.

### GMA Policies

1. A time for public comment shall be provided at all regular Gorge Commission business meetings. Meetings shall be rotated among suitable meeting spaces to make it convenient for residents of different areas to attend.
2. Notice of Gorge Commission meetings shall be distributed to all interested people and the media, without charge. Notices shall describe, in plain language, the topics the Gorge Commission will discuss and which topics are open for public comment. Notices shall also be provided to county planning offices and public libraries for posting for public review.
3. Informational materials describing Gorge Commission activities and planning decisions (including an annual report, periodic newsletters, and staff reports, analyses and recommendations) shall be distributed.
4. A community outreach program shall be conducted, including maintaining a speakers' bureau, meeting with county advisory committees, and participating in school programs.
5. Advice shall be provided to interested counties in designing and implementing their public involvement activities.
6. Formal public involvement and consultation activities shall be provided at major planning milestones.
  - A. Formal public hearings shall be held before the Gorge Commission takes action on county land use ordinances, revises the Management Plan, or reviews and periodically revises the Management Plan. Any interested person shall be able to testify before the Gorge Commission.
  - B. Written public comment shall be encouraged, and a 30-day comment period shall precede all major planning decisions.



- C. Public comment shall be encouraged before the Gorge Commission takes action on county land use ordinances. The Gorge Commission shall approve land use ordinances at public hearings in the applicable county.
  - D. Regional public workshops shall be held to encourage review of and comment on other Gorge Commission decisions, including major plan amendments and periodic review and revision of the plan. Workshops shall be conveniently scheduled to encourage participation by Gorge residents and other interested people.
  - E. Revisions to Urban Area boundaries shall be heard as contested cases by the Gorge Commission. Formal hearings shall be preceded by an informal hearing for general public comment. All interested people shall be able to make their comments known.
- 7. Periodic meetings of Gorge county planners shall be scheduled to encourage ongoing discussion of issues and concerns.
  - 8. Periodic consultation meetings shall be scheduled with Indian tribal governments to encourage ongoing discussion of issues and concerns.
  - 9. Periodic consultation meetings shall be scheduled with county governing boards to encourage ongoing discussion of issues and concerns.
  - 10. The two states shall be consulted about application of economic development grants and loans, restoration of the Historic Columbia River Highway, and activities of other state agencies.
  - 11. The Forest Service shall be consulted about spending of federal land acquisition and recreation funds, revisions to SMA boundaries, and other matters.
  - 12. In designing implementation programs, public comment and assistance shall be solicited.



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## Appendix





PUBLIC LAW 99-663—NOV. 17, 1986

COLUMBIA RIVER GORGE  
NATIONAL SCENIC AREA ACT

Public Law 99-663  
99th Congress

An Act

To protect and provide for the enhancement of the resources of the Columbia River Gorge, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

SECTION 1. SHORT TITLE AND TABLE OF CONTENTS.

This Act may be referred to as the "Columbia River Gorge National Scenic Area Act".

TABLE OF CONTENTS

Sec. 1.	Short title and table of contents.
Sec. 2.	Definitions.
Sec. 3.	Purposes.
Sec. 4.	Establishment of the scenic area.
Sec. 5.	The Columbia River Gorge Commission.
Sec. 6.	The scenic area management plan.
Sec. 7.	Administration of the scenic area.
Sec. 8.	Administration of the special management areas.
Sec. 9.	Land acquisitions.
Sec. 10.	Interim management.
Sec. 11.	Economic development.
Sec. 12.	Old Columbia River highway.
Sec. 13.	Tributary rivers and streams.
Sec. 14.	Implementation measures.
Sec. 15.	Enforcement.
Sec. 16.	Authorization of appropriations.
Sec. 17.	Savings provisions.
Sec. 18.	Severability.

SEC. 2. DEFINITIONS.

As used in this Act, the term—

- (a) "adversely affect" or "adversely affecting" means, except as used in section 15, a reasonable likelihood of more than moderate adverse consequences for the scenic, cultural, recreation or natural resources of the scenic area, the determination of which is based on—
  - (1) the context of a proposed action;
  - (2) the intensity of a proposed action, including the magnitude and duration of an impact and the likelihood of its occurrence;
  - (3) the relationship between a proposed action and other similar actions which are individually insignificant but which may have cumulatively significant impacts; and
  - (4) proven mitigation measures which the proponent of an action will implement as part of the proposal to reduce otherwise significant affects to an insignificant level;
- (b) "agricultural lands" means lands designated as agricultural lands pursuant to section 6 of this Act;
- (c) "Commission" means the Columbia River Gorge Commission established pursuant to section 5 of this Act;

(d) "counties" means Hood River, Multnomah, and Wasco Counties, Oregon; and Clark, Klickitat, and Skamania Counties, Washington;

(e) "Dodson/Warrendale Special Purchase Unit" means the Dodson/Warrendale Special Purchase Unit established pursuant to section 4 of this Act;

(f) "forest lands" means lands designated as forest lands pursuant to section 6 of this Act;

(g) "Indian tribes" means the Nez Perce Tribe, the Confederated Tribes and Bands of the Yakima Indian Nation, and the Confederated Tribes of the Warm Springs of Oregon, and the Confederated Tribes of the Umatilla Indian Reservation;

(h) "interim guidelines" means any interim guidelines developed by the Secretary pursuant to section 10 of this Act, and any amendment, revision, or variance;

(i) "land use ordinance" or "ordinance" means any ordinance adopted by a county or by the Commission pursuant to this Act, and includes any amendment to, revision of, or variance from such ordinance;

(j) "major development actions" means any of the following:

- (1) subdivisions, partitions and short plat proposals;
- (2) any permit for siting or construction outside urban areas of multifamily residential, industrial or commercial facilities, except such facilities as are included in the recreation assessment;

- (3) the exploration, development and production of mineral resources unless such exploration, development or production can be conducted without disturbing the surface of any land within the boundaries of a special management area or is for sand, gravel and crushed rock used for the construction, maintenance or reconstruction of roads within the special management areas used for the production of forest products; and
- (4) permits for siting or construction within a special management area of any residence or other related major structure on any parcel of land less than forty acres in size;

(k) "management plan" means the scenic area management plan adopted pursuant to section 6 of this Act;

(l) "open spaces" means unimproved lands not designated as agricultural lands or forest lands pursuant to section 6 of this Act and designated as open space pursuant to section 6 of this Act. Open spaces include—

- (1) scenic, cultural, and historic areas;
- (2) fish and wildlife habitat;
- (3) lands which support plant species that are endemic to the scenic area or which are listed as rare, threatened or endangered species pursuant to State or Federal Endangered Species Acts;
- (4) ecologically and scientifically significant natural areas;
- (5) outstanding scenic views and sites;
- (6) water areas and wetlands;
- (7) archaeological sites, Indian burial grounds and village sites, historic trails and roads and other areas which are culturally or historically significant;
- (8) potential and existing recreation resources; and

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16 USC 544 note.

16 USC 544.

(g) Federal and State wild, scenic, and recreation waterways;

(m) "recreation assessment" means the recreation assessment adopted pursuant to section 6 of this Act;

(n) "residential development" means the permitting for siting or construction of any residence or other related major structure;

(o) "scenic area" means the Columbia River Gorge National Scenic Area established pursuant to section 4 of this Act;

(p) "Secretary" means the Secretary of Agriculture;

(q) "special management areas" means areas within the scenic area established pursuant to section 4 of this Act;

(r) "States" means the States of Oregon and Washington; and

(s) "urban areas" means those areas within the scenic area identified as urban areas on the map referred to in section 4(e) of this Act or within the boundaries of an urban area as revised pursuant to section 4(f).

SEC. 3. PURPOSES.

The purposes of this Act are—

(1) to establish a national scenic area to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge; and

(2) to protect and support the economy of the Columbia River Gorge area by encouraging growth to occur in existing urban areas and by allowing future economic development in a manner that is consistent with paragraph (1).

SEC. 4. ESTABLISHMENT OF THE SCENIC AREA.

(a) NATIONAL SCENIC AREA.—(1) There is hereby established the Columbia River Gorge National Scenic Area.

(2) The boundaries of the scenic area shall be generally depicted on the map entitled "Boundary Map, Columbia River Gorge National Scenic Area," numbered NSA-001 sheets 1 and 2, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service.

(b) SPECIAL MANAGEMENT AREAS.—(1) The following areas within the boundaries of the scenic area are hereby designated "Special Management Areas": Gates of the Columbia River Gorge; Wind Mountain; Burdoin Mountain; and Rowena.

(2) The boundaries of the special management areas designated in this section—

(A) shall be generally depicted on the map entitled "Special Management Areas, Columbia River Gorge National Scenic Area," numbered SMA-002 sheets 1 through 17, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service; and

(B) shall include all islands within the boundaries of the scenic area.

(c) REVISION OF SPECIAL MANAGEMENT AREA BOUNDARIES.—The Secretary, in consultation with the Commission, may make minor revisions in the boundaries of special management areas after publication of notice to that effect in the Federal Register and submission of notice thereof to the Committee on Energy and Natural Resources of the United States Senate and the Committees on

16 USC 544a.

16 USC 544b.

Public information.

Public information.

Federal Register, publication.

Agriculture and Interior and Insular Affairs of the United States House of Representatives. Such notice shall be published and submitted at least sixty days before the revision is made. Notice of final action regarding such revision shall also be published in the Federal Register.

(d) DODSON/WARRENDALE SPECIAL PURCHASE UNIT.—(1) There is hereby established the Dodson/Warrenale Special Purchase Unit.

(2) The boundaries of the Dodson/Warrenale Special Purchase Unit shall be generally depicted on the map entitled "Dodson/Warrenale Special Purchase Unit, Columbia River Gorge National Scenic Area", numbered SPU-003 sheet 1, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service.

(e) URBAN AREAS.—(1) The following cities and towns are hereby designated as "Urban Areas": Cascade Locks, Hood River, Mosier, and The Dalles, Oregon; and Bingen, Carson, Dallesport, Home Valley, Lyle, North Bonneville, Stevenson, White Salmon, and Wishram, Washington.

(2) The boundaries of urban areas shall be generally depicted on the map entitled, "Urban Areas, Columbia River Gorge National Scenic Area", numbered UA-004 sheets 1 through 11, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service. The boundaries of urban areas designated in this subsection may be revised pursuant to the provisions of this section.

(f) REVISION OF URBAN AREA BOUNDARIES.—(1) Upon application of a county and in consultation with the Secretary, the Commission may make minor revisions to the boundaries of any urban area identified in subsection 4(e) of this section. A majority vote of two-thirds of the members of the Commission, including a majority of the members appointed from each State, shall be required to approve any revision of urban area boundaries.

(2) The Commission may revise the boundaries of an urban area only if it finds that—

(A) a demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the management plan;

(B) revision of urban area boundaries would be consistent with the standards established in section 6 and the purposes of this Act;

(C) revision of urban area boundaries would result in maximum efficiency of land uses within and on the fringe of existing urban areas; and

(D) revision of urban area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces.

SEC. 5. THE COLUMBIA RIVER GORGE COMMISSION.

(a) ESTABLISHMENT AND MEMBERSHIP OF THE COMMISSION.—(1) To achieve the purposes of this Act and to facilitate cooperation among the States of Oregon and Washington, and with the United States of America, the consent of Congress is given for an agreement described in this Act pursuant to which, within one year after the date of enactment of this Act—

(A) the States of Oregon and Washington shall establish by way of an interstate agreement a regional agency known as the Columbia River Gorge Commission, and shall incorporate this

Federal Register, publication.

Public information.

Public information.

Agriculture and agricultural commodities  
Forests and forest products  
16 USC 544c

Compacts between States



Public Law 99-663  
99th Congress

An Act

To protect and provide for the enhancement of the resources of the Columbia River Gorge, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

SECTION 1. SHORT TITLE AND TABLE OF CONTENTS.

This Act may be referred to as the "Columbia River Gorge National Scenic Area Act".

TABLE OF CONTENTS

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SEC. 2. DEFINITIONS.

As used in this Act, the term—

(a) "adversely affect" or "adversely affecting" means, except as used in section 15, a reasonable likelihood of more than moderate adverse consequences for the scenic, cultural, recreation or natural resources of the scenic area, the determination of which is based on—

(1) the context of a proposed action;

(2) the intensity of a proposed action, including the magnitude and duration of an impact and the likelihood of its occurrence;

(3) the relationship between a proposed action and other similar actions which are individually insignificant but which may have cumulatively significant impacts; and

(4) proven mitigation measures which the proponent of an action will implement as part of the proposal to reduce otherwise significant affects to an insignificant level;

(b) "agricultural lands" means lands designated as agricultural lands pursuant to section 6 of this Act;

(c) "Commission" means the Columbia River Gorge Commission established pursuant to section 5 of this Act;

(d) "counties" means Hood River, Multnomah, and Wasco Counties, Oregon; and Clark, Klickitat, and Skamania Counties, Washington;

(e) "Dodson/Warrendale Special Purchase Unit" means the Dodson/Warrendale Special Purchase Unit established pursuant to section 4 of this Act;

(f) "forest lands" means lands designated as forest lands pursuant to section 6 of this Act;

(g) "Indian tribes" means the Nez Perce Tribe, the Confederated Tribes and Bands of the Yakima Indian Nation, the Confederated Tribes of the Warm Springs of Oregon, and the Confederated Tribes of the Umatilla Indian Reservation;

(h) "interim guidelines" means any interim guidelines developed by the Secretary pursuant to section 10 of this Act, and any amendment, revision, or variance;

(i) "land use ordinance" or "ordinance" means any ordinance adopted by a county or by the Commission pursuant to this Act, and includes any amendment to, revision of, or variance from such ordinance;

(j) "major development actions" means any of the following:

(1) subdivisions, partitions and short plat proposals;

(2) any permit for siting or construction outside urban areas of multifamily residential, industrial or commercial facilities, except such facilities as are included in the recreation assessment;

(3) the exploration, development and production of mineral resources unless such exploration, development or production can be conducted without disturbing the surface of any land within the boundaries of a special management area or is for sand, gravel and crushed rock used for the construction, maintenance or reconstruction of roads within the special management areas used for the production of forest products; and

(4) permits for siting or construction within a special management area of any residence or other related major structure on any parcel of land less than forty acres in size;

(k) "management plan" means the scenic area management plan adopted pursuant to section 6 of this Act;

(l) "open spaces" means unimproved lands not designated as agricultural lands or forest lands pursuant to section 6 of this Act and designated as open space pursuant to section 6 of this Act. Open spaces include—

(1) scenic, cultural, and historic areas;

(2) fish and wildlife habitat;

(3) lands which support plant species that are endemic to the scenic area or which are listed as rare, threatened or endangered species pursuant to State or Federal Endangered Species Acts;

(4) ecologically and scientifically significant natural areas;

(5) outstanding scenic views and sites;

(6) water areas and wetlands;

(7) archaeological sites, Indian burial grounds and village sites, historic trails and roads and other areas which are culturally or historically significant;

(8) potential and existing recreation resources; and

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Washington.  
16 USC 544 note.



(9) Federal and State wild, scenic, and recreation waterways;

(m) "recreation assessment" means the recreation assessment adopted pursuant to section 6 of this Act;

(n) "residential development" means the permitting for siting or construction of any residence or other related major structure;

(o) "scenic area" means the Columbia River Gorge National Scenic Area established pursuant to section 4 of this Act;

(p) "Secretary" means the Secretary of Agriculture;

(q) "special management areas" means areas within the scenic area established pursuant to section 4 of this Act;

(r) "States" means the States of Oregon and Washington; and

(s) "urban areas" means those areas within the scenic area identified as urban areas on the map referred to in section 4(e) of this Act or within the boundaries of an urban area as revised pursuant to section 4(f).

SEC. 3. PURPOSES.

The purposes of this Act are—

(1) to establish a national scenic area to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge; and

(2) to protect and support the economy of the Columbia River Gorge area by encouraging growth to occur in existing urban areas and by allowing future economic development in a manner that is consistent with paragraph (1).

16 USC 544a.

Public information.

SEC. 4. ESTABLISHMENT OF THE SCENIC AREA.

(a) NATIONAL SCENIC AREA.—(1) There is hereby established the Columbia River Gorge National Scenic Area.

(2) The boundaries of the scenic area shall be generally depicted on the map entitled "Boundary Map, Columbia River Gorge National Scenic Area," numbered NSA-001 sheets 1 and 2, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service.

(b) SPECIAL MANAGEMENT AREAS.—(1) The following areas within the boundaries of the scenic area are hereby designated "Special Management Areas": Gates of the Columbia River Gorge; Wind Mountain; Burdoin Mountain; and Rowena.

(2) The boundaries of the special management areas designated in this section—

(A) shall be generally depicted on the map entitled "Special Management Areas, Columbia River Gorge National Scenic Area", numbered SMA-002 sheets 1 through 17, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service; and

(B) shall include all islands within the boundaries of the scenic area.

(c) REVISION OF SPECIAL MANAGEMENT AREA BOUNDARIES.—The Secretary, in consultation with the Commission, may make minor revisions in the boundaries of special management areas after publication of notice to that effect in the Federal Register and submission of notice thereof to the Committee on Energy and Natural Resources of the United States Senate and the Committees on

16 USC 544b.

Public information.

Agriculture and Interior and Insular Affairs of the United States House of Representatives. Such notice shall be published and submitted at least sixty days before the revision is made. Notice of final action regarding such revision shall also be published in the Federal Register.

(d) DODSON/WARRENDALE SPECIAL PURCHASE UNIT.—(1) There is hereby established the Dodson/Warrenale Special Purchase Unit.

(2) The boundaries of the Dodson/Warrenale Special Purchase Unit shall be generally depicted on the map entitled "Dodson/Warrenale Special Purchase Unit, Columbia River Gorge National Scenic Area", numbered SPU-003 sheet 1, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service.

(e) URBAN AREAS.—(1) The following cities and towns are hereby designated as "Urban Areas": Cascade Locks, Hood River, Mosier, and The Dalles, Oregon; and Bingen, Carson, Dallesport, Home Valley, Lyle, North Bonneville, Stevenson, White Salmon, and Wishram, Washington.

(2) The boundaries of urban areas shall be generally depicted on the map entitled, "Urban Areas, Columbia River Gorge National Scenic Area", numbered UA-004 sheets 1 through 11, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service. The boundaries of urban areas designated in this subsection may be revised pursuant to the provisions of this section.

(f) REVISION OF URBAN AREA BOUNDARIES.—(1) Upon application of a county and in consultation with the Secretary, the Commission may make minor revisions to the boundaries of any urban area identified in subsection 4(e) of this section. A majority vote of two-thirds of the members of the Commission, including a majority of the members appointed from each State, shall be required to approve any revision of urban area boundaries.

(2) The Commission may revise the boundaries of an urban area only if it finds that—

(A) a demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the management plan;

(B) revision of urban area boundaries would be consistent with the standards established in section 6 and the purposes of this Act;

(C) revision of urban area boundaries would result in maximum efficiency of land uses within and on the fringe of existing urban areas; and

(D) revision of urban area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces.

SEC. 5. THE COLUMBIA RIVER GORGE COMMISSION.

(a) ESTABLISHMENT AND MEMBERSHIP OF THE COMMISSION.—(1) To achieve the purposes of this Act and to facilitate cooperation among the States of Oregon and Washington, and with the United States of America, the consent of Congress is given for an agreement described in this Act pursuant to which, within one year after the date of enactment of this Act—

(A) the States of Oregon and Washington shall establish by way of an interstate agreement a regional agency known as the Columbia River Gorge Commission, and shall incorporate this

16 USC 544c.

Agriculture and agricultural commodities. Forests and forest products.

Compacts between States

Act by specific reference in such agreement. The Commission shall carry out its functions and responsibilities in accordance with the provisions of the interstate agreement and of this Act and shall not be considered an agency or instrumentality of the United States for the purpose of any Federal law;

(B) the States of Oregon and Washington shall provide to the Commission, State agencies, and the counties under State law the authority to carry out their respective functions and responsibilities in accordance with the provisions of paragraph (1)(A) of this subsection; and

(C) the States of Oregon and Washington shall appoint members of the Commission as provided in clauses (i) through (iii), subject to applicable State law: *Provided*, That the Governor of either State may extend the time for appointment of Commission members ninety days to provide more time for the States and counties to make such appointments. Membership of the Commission shall be as follows:

(i) six members, comprised of one resident from each of the following counties: Hood River, Multnomah, and Wasco Counties, Oregon, and Clark, Klickitat, and Skamania Counties, Washington, to be appointed by the governing body of each of the respective counties: *Provided*, That in the event the governing body of a county fails to make such appointment, the Governor of the State in which the county is located shall appoint such member;

(ii) three members who reside in the State of Oregon, at least one of whom shall be a resident of the scenic area, to be appointed by the Governor of Oregon;

(iii) three members who reside in the State of Washington, at least one of whom shall be a resident of the scenic area, to be appointed by the Governor of Washington; and

(iv) one ex officio, nonvoting member who shall be an employee of the Forest Service, to be appointed by the Secretary.

(2) The agreement shall take effect and the Commission may exercise its authorities pursuant to the agreement upon the appointment of four initial members from each State, subject to applicable State law, and the date of such an agreement shall be the date of establishment of the Commission. Such agreement is hereby consented to by the Congress.

(3) Either State or any county may fill any vacancy occurring prior to the expiration of the term of any member originally appointed by that State or county. Each member appointed to the Commission shall serve a term of four years, except that, with respect to members initially appointed pursuant to paragraph (1)(C)(i), each Governor shall designate one member to serve for a term of five years and one to serve for a term of six years, and one member from each State initially appointed pursuant to paragraph (1)(C)(ii) and (iii) shall be designated by the Governor to serve a term of five years, and one to serve a term of six years. Neither the Governors nor the governing bodies of any of the counties may appoint Federal, State, or local elected or appointed officials to the Commission.

(4) A majority of the members of the Commission shall constitute a quorum. The members of the Commission shall select from among themselves a Chairman by majority vote of the members appointed from each State.

(5) Except for the ex-officio member appointed pursuant to paragraph (1)(C)(iv), the members and officers and employees of the Commission shall not be officers or employees of the United States for any purpose. The Commission shall appoint, fix compensation for, and assign and delegate duties to such officers and employees as the Commission deems necessary to fulfill its functions under this Act. The compensation of Commission members shall be fixed by State law. The compensation of Commission members, officers, and employees and the expenses of the Commission shall be paid from funds provided to the Commission by the States.

#### Regulations.

(b) **APPLICABLE LAW.**—For the purposes of providing a uniform system of laws, which, in addition to this Act, are applicable to the Commission, the Commission shall adopt regulations relating to administrative procedure, the making of contracts, conflicts-of-interest, financial disclosure, open meetings of the Commission, advisory committees, and disclosure of information consistent with the more restrictive statutory provisions of either State. Regulations applicable to financial disclosure under this subsection shall be applied to members of the Commission or the amount of compensation received for such service. No contract, obligation, or other action of the Commission shall be an obligation of the United States or an obligation secured by the full faith and credit of the United States.

(c) **ASSISTANCE TO THE COMMISSION.**—Upon the request of the Commission, the Secretary and other Federal agencies are authorized to provide information, personnel, property, and services on a reimbursable basis, and the Secretary is authorized to provide technical assistance on a nonreimbursable basis, to the Commission to assist it in carrying out its functions and responsibilities pursuant to this Act.

#### Voluntarism.

(d) **ADVISORY COMMITTEES.**—The Commission shall establish voluntary technical and citizen advisory committees to assist the Commission in carrying out its functions and responsibilities pursuant to this Act.

#### SEC. 6. THE SCENIC AREA MANAGEMENT PLAN.

16 USC 544d.

(a) **STUDIES.**—Within one year after the date the Commission is established, it shall, in cooperation with the Secretary, complete the following studies for use in preparing the management plan:

(1) **RESOURCE INVENTORY.**—The Commission shall complete a resource inventory. The resource inventory shall—

#### Indians.

(A) document all existing land uses, natural features and limitations, scenic, natural, cultural, archaeological and recreation and economic resources and activities: *Provided*, That the location of any Indian burial grounds, village sites, and other areas of archaeological or religious significance shall not be made public information and such information shall be used for administrative purposes only; and

(B) incorporate without change the resource inventory developed by the Secretary pursuant to section 8 of this Act for the special management areas.

(2) **ECONOMIC OPPORTUNITY STUDY.**—The Commission shall complete a study to identify opportunities to enhance the economies of communities in the scenic area in a manner consistent with the purposes of this Act.



(3) RECREATION ASSESSMENT.—The Commission shall complete an assessment of recreation resources and opportunities for enhancement of these resources. The recreation assessment shall—

(A) designate the location and specify the construction of an interpretive center or other appropriate facility, to be located in the State of Oregon, and of a conference center or other appropriate facility, to be located in the State of Washington;

(B) identify areas within the scenic area that are suitable for other public use facilities, including but not limited to educational and interpretive facilities, campsites, picnic areas, boat launch facilities and river access areas; and

(C) subject to the treaty and other rights of Indian tribes, designate areas to provide increased access for recreation purposes to the Columbia River and its tributaries; and

(D) incorporate without change the recreation assessment developed by the Secretary pursuant to section 8 of this Act for the special management areas.

(b) LAND USE DESIGNATIONS.—Within two years after the Commission is established, it shall develop land use designations for the use of non-Federal lands within the scenic area. The land use designations shall—

(1) be based on the results of the resource inventory developed pursuant to subsection (a)(1) of this section, and consistent with the standards established in subsection (d) of this section;

(2) designate those lands used or suitable for the production of crops, fruits or other agricultural products or the sustenance of livestock as agricultural lands;

(3) designate lands used or suitable for the production of forest products as forest lands;

(4) designate lands suitable for the protection and enhancement of open spaces;

(5) designate areas in the scenic area outside special management areas used or suitable for commercial development: *Provided*, That such designation shall encourage, but not require, commercial development to take place in urban areas and shall take into account the physical characteristics of the areas in question and their geographic proximity to transportation, commercial, and industrial facilities and other amenities;

(6) designate areas used or suitable for residential development, taking into account the physical characteristics of the areas in question and their geographic proximity to transportation and commercial facilities and other amenities; and

(7) incorporate without change the designation of urban areas established in section 4(e) of this Act.

(c) ADOPTION OF THE MANAGEMENT PLAN.—Within three years after the date the Commission is established, it shall adopt a management plan for the scenic area. The Commission shall adopt the management plan by a majority vote of the members appointed, including at least three members from each State. The management plan shall—

(1) be based on the results of the resource inventory developed pursuant to subsection (a)(1) of this section;

(2) include land use designations developed pursuant to subsection (b) of this section;

(3) be consistent with the standards established in subsection (d) of this section;

(4) incorporate without change the management direction for the use of Federal lands within and the land use designations for the special management areas adopted by the Secretary pursuant to section 8 of this Act; and

(5) include guidelines for the adoption of land use ordinances for lands within the scenic area. The guidelines—

(A) shall incorporate without change the guidelines for the development of special management area land use ordinances developed by the Secretary pursuant to section 8 of this Act; and

(B) shall not apply to urban areas designated in section 4(e) of this Act.

(d) STANDARDS FOR THE MANAGEMENT PLAN.—The management plan and all land use ordinances and interim guidelines adopted pursuant to this Act shall include provisions to—

(1) protect and enhance agricultural lands for agricultural uses and to allow, but not require, conversion of agricultural lands to open space, recreation development or forest lands;

(2) protect and enhance forest lands for forest uses and to allow, but not require, conversion of forest lands to agricultural lands, recreation development or open spaces;

(3) protect and enhance open spaces;

(4) protect and enhance public and private recreation resources and educational and interpretive facilities and opportunities, in accordance with the recreation assessment adopted pursuant to subsection (a) of this section;

(5) prohibit major development actions in special management areas, except for partitions or short plats which the Secretary determines are desirable to facilitate land acquisitions pursuant to this Act;

(6) prohibit industrial development in the scenic area outside urban areas;

(7) require that commercial development outside urban areas take place without adversely affecting the scenic, cultural, recreation, or natural resources of the scenic area;

(8) require that residential development outside urban areas take place without adversely affecting the scenic, cultural, recreation, and natural resources of the scenic area; and

(9) require that the exploration, development and production of mineral resources, and the reclamation of lands thereafter, take place without adversely affecting the scenic, cultural, recreation and natural resources of the scenic area.

(e) AGENCY CONSULTATION AND PUBLIC INVOLVEMENT.—The Secretary and the Commission shall exercise their responsibilities pursuant to this Act in consultation with Federal, State, and local governments having jurisdiction within the scenic area or expertise pertaining to its administration and with Indian tribes. The Secretary and the Commission shall conduct public hearings and solicit public comment prior to final adoption of the management plan and the Commission shall conduct public hearings and solicit public comment prior to final adoption of land use ordinances. The Commission and the appropriate county shall promptly notify the Secretary, the States, local governments and Indian tribes of all proposed major development actions and residential development in the scenic area.

Urban areas.

Agriculture and agricultural commodities.

Forests and forest products.

Minerals.  
Reclamation projects.

State and local governments.  
Indians.

Indians.

Agriculture and agricultural commodities.

Forests and forest products.

Urban areas.

Urban areas.

(f) CONFORMANCE OF THE MANAGEMENT PLAN.—

(1) REVIEW BY THE SECRETARY.—Upon adoption of the management plan, the Commission shall promptly submit the plan to the Secretary for review. If the Secretary agrees with the Commission that the management plan is consistent with the standards established in this section and the purposes of this Act, the Secretary shall concur to that effect. Should the Secretary fail to act on the proposed plan within ninety days, the Secretary shall be deemed to have concurred on the management plan.

(2) DENIAL OF CONCURRENCE.—If concurrence is denied, the Secretary shall state the reasons for finding the plan is inconsistent with the standards established in this section or the purposes of this Act, and shall submit to the Commission suggested modifications to the management plan to make it consistent with such standards and the purposes of this Act.

(3) COMMISSION RECONSIDERATION.—Within one hundred and twenty days after receipt of notification of non-concurrence, the Commission shall—

(A) revise and resubmit the plan to the Secretary; or  
(B) by a vote of two-thirds of its membership including a majority of the members appointed from each State, reject the suggested modifications of the Secretary and adopt a management plan consistent with the provisions of this section and the purposes of this Act.

(g) REVISION OF THE PLAN.—No sooner than five years after adoption of the management plan, but at least every ten years, the Commission shall review the management plan to determine whether it should be revised. The Commission shall submit any revised management plan to the Secretary for review and concurrence, in accordance with the provisions of this section for adoption of the management plan.

(h) AMENDMENT OF THE PLAN.—If the Commission determines at any time that conditions within the scenic area have significantly changed, it may amend the management plan. The Commission shall submit amendments to the management plan to the Secretary for review, in accordance with the provisions of this section for adoption of the management plan.

SEC. 7. ADMINISTRATION OF THE SCENIC AREA.

(a) MANAGEMENT OF THE SCENIC AREA.—The non-Federal lands within the scenic area shall be administered by the Commission in accordance with the management plan and this Act.

(b) ADOPTION OF SCENIC AREA LAND USE ORDINANCES.—

(1) Within sixty days of initial receipt of the management plan, each county shall submit to the Commission a letter stating that it proposes to adopt a land use ordinance consistent with the management plan. If any county fails to submit such letter or fails to adopt a land use ordinance as provided in this section, the Commission shall carry out the requirements of subsection (c) of this section.

(2) Within two hundred and seventy days of receipt of the management plan, each county shall adopt a land use ordinance consistent with the management plan, and thereafter may adopt an amendment, revision or variance to a land use ordinance at any time. Each county upon adoption of a land use

ordinance shall promptly submit the ordinance to the Commission.

(3) APPROVAL BY COMMISSION.—(A) Within ninety days after receipt of a land use ordinance, the Commission, by majority vote including at least three members from each State, shall approve the ordinance unless it determines the ordinance is inconsistent with the management plan. Should the Commission fail to act within ninety days, the ordinance shall be deemed to be approved.

(B) If approval is denied, the Commission shall state the reasons for finding the ordinance is inconsistent with the management plan, and shall submit to the county suggested modifications to the ordinance to make it consistent with the management plan.

(C) Each county shall have ninety days after it receives recommendations from the Commission to make modifications designed to eliminate the inconsistencies and to resubmit the ordinance to the Commission for approval. The Commission shall have sixty days to approve or disapprove the resubmitted ordinance. Any resubmitted ordinance shall become effective upon approval. Should the Commission disapprove the resubmitted ordinance, it shall promptly resubmit the ordinance for reconsideration. Should the Commission fail to act within sixty days, the ordinance shall be deemed to be approved.

(c) COMMISSION LAND USE ORDINANCES.—(1) Within ninety days after making a determination that a county has failed to comply with the provisions of this section, the Commission shall make and publish a land use ordinance setting standard for the use of non-Federal lands in such county within the boundaries of the national scenic area, excluding urban areas identified in section 4(e) of this Act. The ordinance shall have the object of assuring that the use of such non-Federal lands is consistent with the management plan. The ordinance may differ amongst the several parcels of land within the boundaries of the scenic area. The ordinance may from time to time be amended by the Commission.

(2) SUBSEQUENT COMPLIANCE.—In the event the Commission has promulgated regulations pursuant to this section, a county may thereafter upon written notice to the Commission elect to adopt a land use ordinance, in which event it shall comply with the provisions of this section for adoption of a land use ordinance. Upon approval of a land use ordinance by the Commission it shall supersede any regulations for the county developed by the Commission, subject to valid existing rights.

(d) CONSTRUCTION OF FACILITIES.—The Secretary is hereby authorized to design, construct, operate and maintain such facilities as are included in the recreation assessment.

SEC. 8. ADMINISTRATION OF THE SPECIAL MANAGEMENT AREAS.

(a) ADMINISTRATION OF FEDERAL LANDS.—(1) The Secretary shall administer Federal lands within the special management areas in accordance with this Act and other laws, rules and regulations applicable to the national forest system. In addition, the construction of roads and the management, utilization and harvest of timber on Federal lands within the special management areas also shall be subject to Forest Service visual resource management guidelines. The Secretary shall utilize lands acquired through exchange in



calculating the allowable sales quantity on the Gifford Pinchot and Mount Hood National Forests.

(b) **WITHDRAWAL OF FEDERAL LANDS.**—Subject to valid existing rights, all Federal lands located in the special management areas are hereby withdrawn from all forms of entry, appropriation, or disposal under the public land laws, from location, entry, and patent under the mining laws of the United States, and from disposition under all laws pertaining to mineral and geothermal leasing: *Provided*, That the Secretary may allow the exploration, development, or production of sand, gravel, and crushed rock as necessary to construct, maintain, or reconstruct roads in the special management areas.

(c) **RESOURCE INVENTORY.**—The Secretary shall complete a resource inventory for the special management areas consistent with the process and substance of the inventory prescribed by section 6(a)(1) of this Act.

(d) **RECREATION ASSESSMENT.**—Within two years after the date of enactment of this Act, the Secretary shall complete an assessment of recreation resources in the special management areas and opportunities for enhancement of these resources. The recreation assessment shall—

(1) identify areas within the special management areas suitable for designation by the Commission pursuant to section 6 of this Act for the construction of an interpretive center or other appropriate facility, to be located in the State of Oregon, and of a conference center or other appropriate facility, to be located in the State of Washington;

(2) identify areas within the special management areas suitable for other public use facilities, including but not limited to educational and interpretive facilities, campsites, picnic areas, boat launch facilities, and river access areas; and

(3) subject to the treaty or other rights of Indian tribes, identify areas with the special management areas suitable for use to increase access for recreation purposes to the Columbia River and its tributaries.

(e) **LAND USE DESIGNATIONS.**—Within three years after the date of enactment of this Act, the Secretary shall develop land use designations for the special management areas. The land use designations shall be—

(1) based on the resource inventory prepared by the Secretary pursuant to this section; and

(2) consistent with the standards established in section 6 of this Act.

(f) **GUIDELINES FOR LAND USE ORDINANCES.**—(1) Within three years after the date of enactment of this Act, the Secretary shall, in consultation with the Commission, develop guidelines to assure that non-Federal lands within the special management areas are managed consistent with the standards in section 6 and the purposes of this Act. The Secretary shall promptly transmit the guidelines to the Commission for inclusion in the management plan. The guidelines shall require that management, utilization, and disposal of timber, and exploration, development, and production of sand, gravel, and crushed rock for the construction, maintenance, or reconstruction of roads used to manage or harvest forest products on non-Federal lands within the special management areas take place without adversely affecting the scenic, cultural, recreation, and natural resources of the scenic area.

(h) **ADOPTION OF SPECIAL MANAGEMENT AREA LAND USE ORDINANCES.**—(1) Within sixty days of receipt of the management plan, each county shall submit to the Commission a letter stating that it proposes to adopt a land use ordinance consistent with the management plan. If any county fails to submit a letter as provided in this subsection, or fails to adopt a land use ordinance as provided in this section, the Commission shall carry out the requirements of subsection (1) of this section.

(2) Within two hundred and seventy days of receipt of the management plan, each county shall adopt a special management area land use ordinance consistent with the management plan, and thereafter may adopt an amendment, revision or variance to a land use ordinance at any time. Each county upon adoption of a special management area land use ordinance shall promptly submit the adopted ordinance to the Commission.

(i) **REVIEW BY THE COMMISSION.**—(1) The Commission shall review the special management area land use ordinance received from each county, and within ninety days after receipt shall make a tentative determination as to whether the ordinance is consistent with the management plan. If the Commission makes a tentative determination that the land use ordinance is consistent with the management plan, the Commission shall send the ordinance to the Secretary for concurrence.

(2) If the Commission makes a tentative determination that the land use ordinance is inconsistent with the management plan, the Commission shall state the reasons for the determination and shall return the ordinance to the appropriate county with suggested modifications required for consistency with the management plan.

(3) Each county shall have ninety days after it is notified by the Commission to make modifications designed to eliminate the inconsistencies and to resubmit the ordinance to the Commission for tentative determination of consistency. The Commission shall have sixty days to make a tentative consistency determination on the resubmitted ordinance. If found consistent, the land use ordinance shall be transmitted by the Commission to the Secretary for concurrence that the ordinance is consistent with the management plan. If the Commission finds the resubmitted ordinance inconsistent, the Commission shall adopt an ordinance pursuant to subsection (1) of this section.

(j) **CONCURRENCE BY THE SECRETARY.**—(1) Upon receipt of a special management area land use ordinance from the Commission, the Secretary shall notify the public of such receipt and shall, within ninety days thereafter, concur with the Commission's tentative determination of consistency with the management plan unless the Secretary determines the ordinance is inconsistent. Any ordinance submitted to the Secretary shall become effective upon notification of concurrence. Should the Secretary fail to act within ninety days, the Secretary shall be deemed to have concurred with the Commission's tentative consistency determination.

(2) **DENIAL OF CONCURRENCE.**—If concurrence is denied, the Secretary shall state the reasons therefor and shall submit to the Commission suggested modifications to the land use ordinances to make them consistent with the management plan and the purposes of this Act.

(k) **COMMISSION RECONSIDERATION.**—Upon receipt of notification of nonconcurrence by the Secretary, the Commission shall resubmit the land use ordinance to the appropriate county. Such county shall

Public  
information.

Effective date

Indians

Forests and  
forest products.

nances. Upon concurrence of such land use ordinances by the Secretary they shall supersede any special management area land use ordinances for the county development by the Commission, subject to valid existing rights.

(n) EFFECT OF SECRETARY'S NON-CONCURRENCE.—If the Secretary does not concur in any land use ordinance approved or adopted by the Commission pursuant to this section, the availability of certain funds to the relevant county shall be governed by section 16(c) of this Act.

(o) SPECIAL RULES.—Any ordinance adopted pursuant to this section shall not apply to any parcel or parcels of land within a special management area if, after the date such ordinance has been adopted, three years have elapsed after a landowner has made a bona fide offer to sell at fair market value or otherwise convey such parcel or parcels to the Secretary, unless the affected landowner agrees to an extension of the three year period: *Provided*, That an offer shall not be considered bona fide if the landowner refuses consideration equal to the fair market value as appraised in accordance with the Uniform Appraisal Standards for Federal Land Acquisitions (Interagency Land Acquisition Conference, 1973). Lands for which an ordinance is suspended pursuant to this subsection shall be subject to the relevant scenic area land use ordinance adopted pursuant to section 7 of this Act.

SEC. 9. LAND ACQUISITION.

(a) ACQUISITION AUTHORIZED.—(1) The Secretary is authorized to acquire any lands or interests therein within the special management areas and the Dodson/Warrendale Special Purchase Unit which the Secretary determines are needed to achieve the purposes of this Act: *Provided*, That any lands, waters, or interests therein owned by either State or any political subdivision thereof may be acquired only by donation or exchange.

(2) Lands within the State of Oregon acquired by the Secretary pursuant to this Act shall become part of the Mount Hood National Forest. Lands within the State of Washington acquired by the Secretary pursuant to this section shall become part of the Gifford Pinchot National Forest. All lands acquired by the Secretary pursuant to this Act shall be subject to the laws and regulations pertaining to the National Forest System and this Act.

(b) LIMITATIONS ON EMINENT DOMAIN.—

(1) Where authorized in subsection (a) of this section to acquire land or interests therein without the consent of the owner, the Secretary shall—

(A) acquire only such land or interests therein as is reasonably necessary to accomplish the purposes of this Act; and

(B) do so only in cases where all reasonable efforts to acquire with the consent of the owner such lands, or interests therein, have failed.

(2) Notwithstanding the provisions of subsection (a) of this section, the Secretary may not acquire without the consent of the owner lands or interests therein which—

(A) on the date of enactment of this Act, were used primarily for educational, religious, or charitable purposes, single-family residential purposes, farming, or grazing so long as the existing character of that use is not substantially changed or permitted for change;

within ninety days, reconsider and revise the ordinance and resubmit the ordinance to the Commission for reconsideration in accordance with the provisions of this section. Should the Secretary again deny concurrence, the Commission shall either prepare a land use ordinance for such county pursuant to subsection (l) of this section or, by a two-thirds vote of the membership of the Commission including a majority of the members appointed from each State, determine that the ordinance is consistent with the management plan.

(l) COMMISSION ORDINANCES.—(1) Within ninety days after making a determination that a county has failed to comply with the provisions of subsection (h) of this section, the Commission shall make and publish an ordinance setting standards for the use of non-Federal lands of such county within the boundaries of the special management areas. The ordinances shall have the object of assuring that the use of such lands is consistent with the management plan. The ordinances may differ amongst the several parcels of land within the boundaries of the special management areas. The ordinances may from time to time be amended by the Commission.

(2) The Commission shall promptly submit the ordinance to the Secretary. The Secretary shall, within ninety days after receipt of the ordinance from the Commission, concur with the tentative determination that the land use ordinance is consistent with the management plan unless a determination of inconsistency is made. Any ordinance submitted to the Secretary shall become effective upon concurrence. Should the Secretary fail to concur within ninety days, the land use ordinance shall be effective.

(3) If concurrence is denied, the Secretary shall state the reasons for finding the ordinance is inconsistent with the management plan, and shall submit to the Commission suggested modifications to the ordinance to make it consistent with the plan.

(4) The Commission shall have ninety days after it receives recommendations from the Secretary to make modifications designed to eliminate the inconsistencies and to resubmit the ordinance to the Secretary for concurrence. The Secretary shall have sixty days to concur with the resubmitted ordinance. Any resubmitted ordinance shall become effective upon concurrence by the Secretary. Should the Secretary deny concurrence for the resubmitted ordinance, the Secretary shall state the reasons therefor and shall promptly resubmit the ordinance for reconsideration. Should the Secretary fail to concur within sixty days, the ordinance shall be deemed effective.

(5) Within one hundred and twenty days after receipt of notification of non-concurrence, the Commission shall—

(A) revise and resubmit the land use ordinance to the Secretary; or

(B) by a vote of two-thirds of its membership, including a majority of the members appointed from each State, reject the suggested modifications of the Secretary and adopt a land use ordinance consistent with the provisions of this section and the purposes of this Act.

(m) SUBSEQUENT COMPLIANCE.—In the event the Commission has adopted an ordinance pursuant to this section, the affected county may thereafter, upon written notice to the Commission and to the Secretary, elect to adopt a special management area land use ordinance, in which event it shall comply with the provisions of this section for adoption of special management area land use ordi-

Effective date.

Effective date.

16 USC 544g.

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(B) are located in counties with land use ordinances in which the Secretary has concurred pursuant to section 8 of this Act, unless such lands are being used, or are in imminent danger of being used, in a manner incompatible with such ordinances;

(C) are within the boundaries of the Dodson/Warrendale Special Purchase Unit; or

(D) are owned by an Indian tribe, held in trust by the United States for an Indian tribe or member of an Indian tribe, or otherwise administered by the United States for the benefit of an Indian tribe or member of an Indian tribe.

(c) **HARDSHIP CASES.**—In exercising authority to acquire lands pursuant to this section the Secretary shall give prompt and careful consideration to any offer made by any person or entity owning any land, or interest in land, within the boundaries of a special management area. In considering such offer, the Secretary shall take into consideration any hardship to the owner which might result from any undue delay in acquiring the property.

(d) **LAND EXCHANGES.**—(1) The Secretary is authorized and directed, in conformance with the provisions of this subsection, to acquire by exchange any parcel of unimproved forest land at least forty acres in size within the boundaries of the special management areas which is owned by any private forest land owner if, after enactment of this Act but within one hundred and eighty days after final adoption of the management plan, such private forest land owner offers to the United States such parcel of forest land.

(2) In exercising this authority to acquire forest lands pursuant to this subsection, the Secretary may accept title to such lands and convey to the owner federally owned lands deemed appropriate by the Secretary within the States of Oregon and Washington, regardless of the State in which the transferred lands are located. Forest lands exchanged pursuant to this subsection shall be of approximately equal value: *Provided*, That the Secretary may accept cash from or pay cash to the grantor in such an exchange in order to equalize minor differences in the values of the properties exchanged: *Provided further*, That the Secretary may reserve in any conveyance pursuant to this subsection such easements, subsurface rights, and any other interests in land deemed necessary or desirable: *Provided further*, That the valuation of lands exchanged shall be determined in terms of forest uses for timber.

(3) It is the intention of Congress that land exchanges pursuant to this subsection shall be completed no later than five years after the date of enactment of this Act. No later than sixty days after the enactment of this Act, and every one hundred and eighty days thereafter, the Secretary shall report in writing to the Committee on Energy and Natural Resources of the United States Senate and the Committees on Agriculture and Interior and Insular Affairs of the United States House of Representatives, on the status of negotiations with owners of non-Federal lands to effect the exchanges authorized by this subsection.

(4) In the event that exchanges authorized by this section leave any private forest land owner with ownership of an uneconomic remnant of forest land contiguous to a special management area, the Secretary is authorized to acquire such forest lands as if they were within the boundaries of a special management area.

(5) The following-described Federal lands and interests therein are hereby identified as candidate lands for exchanges conducted pursu-

Forests and forest products.

Report.

Forests and forest products.

Public lands.

ant to this section: *Provided*, That the determination of which candidate lands will be exchanged, and in what sequence, shall be at the discretion of the Secretary. Subject to valid existing rights, such lands are hereby withdrawn from all forms of entry or appropriation or disposal under the public land laws, and from location, entry, and patent under the United States mining law, and from disposition under all laws pertaining to mineral and geothermal leasing and all amendments thereto until the Secretary determines such lands are no longer needed to complete exchanges authorized by this section: *Provided*, That such period shall not extend beyond five years:

GIFFORD PINCHOT NATIONAL FOREST

Wind River-Panther Creek Area

Section	Township	Range
35	4N	7E
36	4N	7E
Approx. 430 acres.		

South Swift Area

Section	Township	Range
13	6N	5E
23	6N	5E
17	6N	6E
18	6N	6E
Approx. 1,920 acres.		

National Area

Section	Township	Range
6	14N	7E
7	14N	7E
18	14N	7E
30	14N	7E
Approx. 2,560 acres.		

Buck Creek-Willard Area

Section	Township	Range
16	3N	9E
1	4N	9E
2	4N	9E
3	4N	9E
10	4N	9E
11	4N	9E
12	4N	9E
15	4N	9E
21	4N	9E

Hood River Area		
Section	Township	Range
22	4N	9E
26	4N	9E
27	4N	9E
28	4N	9E
29	4N	9E
30	4N	9E
31	4N	9E
32	4N	9E
33	4N	9E
34	4N	9E
35	4N	9E
6	4N	10E
7	4N	10E
5	5N	10E
6	5N	10E
7	5N	10E
8	5N	10E
9	5N	10E
30	5N	10E
31	5N	10E
32	5N	10E
Approx. 14,460 acres.		

SIUSLAW NATIONAL FOREST

East Beaver Area		
Section	Township	Range
33	2S	9W
34	2S	9W
2	3S	9W
3	3S	9W
4	3S	9W
8	3S	9W
9	3S	9W
17	3S	9W
Approx. 3,053 acres.		

WILLAMETTE NATIONAL FOREST

Ida-McCoy Area		
Section	Township	Range
21	10S	6E
28	10S	6E
Approx. 680 acres.		

MOUNT HOOD NATIONAL FOREST

Estacada Area		
Section	Township	Range
15	4S	5E
Approx. 560 acres.		

Hood River Area

Section	Township	Range
4	1N	9E
36	1N	10E
31	1N	11E
2	1S	9E
3	1S	9E
4	1S	9E
5	1S	9E
6	1S	9E
Approx. 5,800 acres.		

Zig-Zag Area

Section	Township	Range
22	2S	7E
29	2S	7E
Approx. 280 acres.		
Total acreage: 29,743.		

(e) BOUNDARIES.—For the purposes of section 7 of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 4601–9), the boundaries of the scenic area, including special management areas and the Dodson/Warrendale Special Purchase Unit shall be treated as if they were within the boundaries of the Mount Hood or Gifford Pinchot National Forests as of January 1, 1965.

SEC. 10. INTERIM MANAGEMENT.

(a) INTERIM GUIDANCES.—(1) Within one hundred and eighty days after the date of enactment of this Act, the Secretary shall develop interim guidelines for the scenic area outside urban areas to identify land use activities which are inconsistent with this Act and to govern the authority to acquire land without the consent of the owner provided by subsection (b) of this section. The Secretary shall promptly notify the public of adoption of the interim guidelines and transmit the guidelines to each county. Guidelines adopted by the Secretary pursuant to this subsection shall remain in effect for each county until the Secretary has developed guidelines for the special management areas pursuant to section 8 of this Act and the land use ordinances prescribed by section 7 are in effect.

(b) INTERIM ACQUISITION AUTHORITY AND INJUNCTIVE RELIEF.—Prior to the concurrence by the Secretary of land use ordinances prescribed by section 8 of this Act and the approval by the Commission of land use ordinances prescribed by section 7 of this Act, the following authorities are granted:

(1) The Secretary may acquire by condemnation any land or interest which is being used or threatened to be used in a manner inconsistent with the purposes for which the scenic area was established and which will cause or is likely to cause impacts adversely affecting the scenic, cultural, recreation, and natural resources of the scenic area: *Provided*, That no lands or interests therein can be acquired by condemnation pursuant to

Effective date.

16 USC 544h.



this section if used in the same manner and for the same purposes as used on the effective date of this Act, unless such land is used for or interest is in the development of sand, gravel, or crushed rock, or the disposal of refuse: *Provided further*, That within thirty days of the filing by the Secretary of a complaint for condemnation of any land or interest in the scenic area, outside of the special management areas and urban areas, the Commission, by a vote of two-thirds of its membership including a majority of the members appointed from each State, or if the Commission is not in existence the Governor of the State in which the land or interest is located, may disapprove such proposed complaint.

(2) Upon or after the commencement of any action for condemnation pursuant to this subsection, the Secretary, acting through the Attorney General of the United States, may apply to the appropriate United States District Court for a temporary restraining order or injunction to prohibit the use of any property within the scenic area, but outside of urban areas, which will cause or is likely to cause impacts adversely affecting the scenic, cultural, recreation and natural resources of the scenic area or is otherwise inconsistent with the purposes for which the scenic area was established. During the period of such order or injunction, the Secretary shall diligently and in good faith negotiate with the owner of the property to assure that, following termination of the order or injunction, the inconsistent use is abated or the adverse effect is mitigated.

(c) **REVIEW OF DEVELOPMENT ACTION.**—Prior to the effective date of a land use ordinance for each county pursuant to section 7 of this Act, and concurrence of the Secretary on a land use ordinance for each county pursuant to section 8 of this Act, the Commission shall review all proposals for major development actions and new residential development in such county in the scenic area, except urban areas. The Commission shall allow major development actions and new residential development only if it determines that such development is consistent with the standards contained in section 6 and the purposes of this Act.

#### SEC. 11. ECONOMIC DEVELOPMENT.

(a) **ECONOMIC DEVELOPMENT PLAN.**—Based on the Economic Opportunity Study and other appropriate information, each State, in consultation with the counties and the Commission, shall develop a plan for economic development projects for which grants under this section may be used in a manner consistent with this Act.

(b) **FUNDS PROVIDED TO STATES FOR GRANTS.**—Upon certification of the management plan, and receipt of a plan referred to in subsection (a) of this section, the Secretary shall provide \$5,000,000 to each State which each State shall use to make grants and loans for economic development projects that further the purposes of this Act.

(c) **CONDITIONS OF GRANTS.**—Each State making grants under this section shall require as a condition of a grant that—

(1) all activities undertaken under the grant are certified by the Commission as being consistent with the purposes of the Act, the management plan, and land use ordinances adopted pursuant to this Act;

(2) grants and loans are not used to relocate a business from one community to another;

State and local  
governments.  
16 USC 544i.

Loans.

Loans.

(3) grants and loans are not used for program administration; and

(4) grants and loans are used only in counties which have in effect land use ordinances found consistent by the Commission and concurred on by the Secretary pursuant to section 8 of this Act.

#### (d) **REPORT.**—Each State shall—

(1) prepare and provide the Secretary with an annual report to the Secretary on the use of the funds made available under this section;

(2) make available to the Secretary and to the Commission, upon request, all accounts, financial records, and other information related to grants and loans made available pursuant to this section; and

(3) as loans are repaid, make additional grants and loans with the money made available for obligation by such repayments.

Loans.  
Grants.

Records.

16 USC 544j.

Historic  
preservation.

16 USC 544k.

#### SEC. 12. OLD COLUMBIA RIVER HIGHWAY.

The Oregon Department of Transportation shall, in consultation with the Secretary and the Commission, the State of Oregon and the counties and cities in which the Old Columbia River Highway is located, prepare a program and undertake efforts to preserve and restore the continuity and historic integrity of the remaining segments of the Old Columbia River Highway for public use as a Historic Road, including recreation trails to connect intact and usable segments.

#### SEC. 13. TRIBUTARY RIVERS AND STREAMS.

(a) **WATER RESOURCES PROJECTS.**—The following rivers and streams shall be subject to the same restrictions on the licensing, permitting, and exempting from licensing and the construction of water resource projects as provided for components of the National Wild and Scenic Rivers System pursuant to section 7(a) of the Wild and Scenic Rivers Act (16 U.S.C. 1278(a)):

(1) any tributary river or stream to the Columbia River not designated in subsections (c) or (d) of this section or otherwise specified in this subsection which flows in whole or in part through a special management area, unless the construction of a water resources project would not have a direct and adverse effect on the scenic, cultural, recreation, and natural resources of the scenic area;

(2) any river or river segment which flows in whole or in part through the scenic area and which is established pursuant to State law as a wild, scenic, or recreation river or which is under study pursuant to State law for the potential inclusion in any such State protected river system, unless such project or projects meet terms and conditions set by State agencies exercising administration over such river or river segment;

(3) the Wind River, Washington, for a period not less than three years following the later of—

(A) final approval of the Gifford Pinchot National Forest Plan, adopted pursuant to the National Forest Management Act of 1976 (Act of October 22, 1976, Public Law 94-588, as amended) (16 U.S.C. 1600 et seq.); or

(B) submittal by the Secretary of a report to the President on the suitability or nonsuitability for addition to the national wild and scenic rivers system and a report by the

State and local  
governments.

Reports.  
President of U S

President to the Congress of recommendations and proposals with respect to the designation of such river under the Wild and Scenic Rivers Act;

(4) the Hood River, Oregon, for a period not to exceed twenty years from the date of enactment of this Act, if such facility impounds or diverts water other than by means of a dam or diversion existing as of date of enactment of this Act; and

(5) the segment of the Little White Salmon, Washington, from the Willard National Fish Hatchery to its confluence with the Columbia River if such facility impounds or diverts water other than by means of a dam or diversion existing as of date of enactment of this Act.

(b) The provisions of subsection (a) shall not apply to those portions of tributary rivers or streams to the Columbia River which flow through or border on Indian reservations. Nothing in this section shall apply to or affect any segment of any river designated as a wild and scenic river under section 3 of the Wild and Scenic Rivers Act (16 U.S.C. 1274) or any river designated for study under section 5 of such Act (16 U.S.C. 1276).

(c) **WILD AND SCENIC RIVER DESIGNATIONS.**—Section 3(a) of the Wild and Scenic Rivers Act (Public Law 90-542, Act of October 2, 1968, 82 Stat. 910, as amended) is further amended by adding the following new subsections:

“( ) Klickitat, Washington: The segment from its confluence with Wheeler Creek, Washington, near the town of Pitt, Washington, to its confluence with the Columbia River; to be classified as a recreation river and to be administered by the Secretary of Agriculture.

“( ) White Salmon, Washington: The segment from its confluence with Gilmer Creek, Washington, near the town of B Z Corner, Washington, to its confluence with Buck Creek, Washington; to be classified as a scenic river and to be administered by the Secretary of Agriculture.”

(d) **WILD AND SCENIC RIVER STUDIES.**—Section 5(a) of the Wild and Scenic Rivers Act (Public Law 90-542, Act of October 2, 1968, 82 Stat. 910, as amended) is further amended by adding the following new subsections:

“( ) Klickitat, Washington: The segment from the southern boundary of the Yakima Indian Reservation, Washington, as described in the Treaty with the Yakimas of 1855 (12 Stat. 951), and as acknowledged by the Indian Claims Commission in *Yakima Tribe of Indians v. U.S.*, 16 Ind. Cl. Comm. 536 (1966), to its confluence with the Little Klickitat River, Washington: *Provided*, That said study shall be carried on in consultation with the Yakima Indian Nation and shall include a determination of the degree to which the Yakima Indian Nation should participate in the preservation and administration of the river segment should it be proposed for inclusion in the Wild and Scenic Rivers system.

“( ) White Salmon, Washington: The segment from its confluence with Trout Lake Creek, Washington, to its confluence with Gilmer Creek, Washington, near the town of B Z Corner, Washington.”

#### SEC. 14. IMPLEMENTATION MEASURES.

(a) **ASSISTANCE TO COUNTIES.**—The Secretary shall provide technical assistance on a nonreimbursable basis to counties for the development of land use ordinances prescribed by sections 7 and 8 of this Act: *Provided*, That in the event a county fails to obtain approval by the Commission for a land use ordinance within three

Indians  
16 USC 544k.

16 USC 1274.

16 USC 1276.

Indians.

years after the date technical assistance is first provided under this subsection for the development of a land use ordinance, the Secretary shall terminate all technical assistance for any participation in the development of such ordinance.

(b) **PAYMENT OF TIMBER RECEIPTS.**—(1) Notwithstanding the provisions of the last paragraph under the heading “Forest Service” of the Act of May 23, 1908 (c. 192, 35 Stat. 251, as amended; 16 U.S.C. 500), and of section 13 of the Act of March 1, 1911 (c. 186, 36 Stat. 961, as amended; 16 U.S.C. 500), that portion of which is paid under such provisions to the State of Oregon with respect to the special management areas within the Mount Hood National Forest, the Gates of the Columbia Gorge Special Management Area, Mount Hood National Forest, and to the State of Washington with respect to the special management areas within the Gifford Pinchot National Forest—

(A) not less than 50 per centum shall be expended for the benefit of the public schools of the county which has adopted implementation measures pursuant to this Act; and

(B) the remainder shall be expended for the benefit of public roads or any public purposes of any county which has adopted implementation measures pursuant to this Act.

(2) Paragraph (1) of this subsection shall not apply—

(A) to any amount paid by the Secretary of the Treasury under the provisions of law referred to in subsection (b)(1) at the end of any fiscal year ending before the date of enactment of this Act; or

(B) for a particular county, if the county does not have in effect a land use ordinance which has been found consistent by the Commission and concurred on by the Secretary pursuant to section 8 of this Act.

(c) **PAYMENTS TO LOCAL GOVERNMENTS.**—(1) Subject to section 16(b) of this Act, in the case of any land or interest therein acquired by the Secretary pursuant to section 9, which was subject to local real property taxes within the five years preceding such acquisition and which is located in a county which has in effect a land use ordinance which has been found consistent by the Commission and concurred on by the Secretary pursuant to section 8, the Secretary is authorized and directed to make annual payments to the county in which such lands are located in an amount equal to 1 per centum of the fair market value of such land or interest therein on the date of acquisition by the Secretary.

(2) Notwithstanding paragraph (1) of this subsection, any payment made for any fiscal year to a county pursuant to this subsection shall not exceed the amount of real property taxes assessed and levied on such property during the last full fiscal year before the fiscal year in which such land or interest therein was acquired by the Secretary.

(3) No payment shall be made under this subsection with respect to any land or interest therein after the fifth full fiscal year beginning after the first fiscal year in which such a payment was made with respect to such land or interest therein.

(d) **FEDERAL CONSISTENCY.**—Except as otherwise provided in subsection (e) or in section 17 of this Act, Federal agencies having responsibilities within the scenic area shall exercise such responsibilities consistent with the provisions of this Act as determined by the Secretary.

Schools and  
colleges.

Real property.  
Taxes.

16 USC 544L.



(e) LIMITATIONS ON FEDERAL EXPENDITURES AFFECTING THE SCENIC AREA.—(1) Except as provided in paragraph (3), if the Commission has not been established pursuant to section 5 within fifteen months after the date of enactment of this Act, or is otherwise disestablished for any reason, no new expenditures or new financial assistance may be made available, and no new license or new permit, or exemption from a license or permit requirement, shall be issued, under authority of any Federal law for any activity within the scenic area, excluding urban areas, which the Secretary, determines is inconsistent with any implementation measure pursuant to, the standards established in section 6(b) of, or the purposes of this Act.

(2)(A)(i) An expenditure or financial assistance made available under authority of Federal law shall be treated, for purposes of this subsection, as a new expenditure or new financial assistance if—  
(I) in any case with respect to which specific appropriations are required, no money for construction or purchase was appropriated before October 1, 1986; or

(II) no legally binding commitment for the expenditure or financial assistance was made before October 1, 1986.

(ii) Payments made to the State pursuant to the following Acts shall not be treated as an expenditure or financial assistance for purposes of this subsection: the Act of May 23, 1908, (c. 192, 35 Stat. 251; 16 U.S.C. 500); section 13 of the Act of March 1, 1911 (c. 186, 36 Stat. 961; 16 U.S.C. 500); the Mineral Lands Leasing Act of 1920; chapter 69 of title 31 (relating to payments in lieu of taxes for entitlement land); the Act of June 9, 1916 (39 Stat. 218), and the Act of Feb. 26, 1919 (40 Stat. 1179).

(B) A license or permit, or exemption from a license or permit requirement, shall be treated, for purposes of this subsection, as a new license or new permit, or exemption from a license or permit requirement, if such license or permit, or exemption from a license or permit requirement, was issued on or after October 1, 1986. A renewal under similar terms and conditions of a license or permit, or exemption from a license or permit requirement, issued before October 1, 1986, shall not be treated as a new license or new permit, or exemption from a license or permit requirement.

(3) Notwithstanding paragraph (1), the appropriate Federal officer, after consultation with the Secretary, may make Federal expenditures or financial assistance available within the area for any of the following:

(A) The maintenance of existing channel improvements and related structures, and including the disposal of dredge materials related to such improvements.

(B) The maintenance, replacement, reconstruction, or repair, but not the expansion, of publicly owned or publicly operated roads, structures, or facilities that are essential links in a larger network or system.

(C) Military activities essential to national security.

(D) Any of the following actions or projects, but only if the making available of expenditures or assistance therefor is consistent with the standards in section 6(b) and the purposes of this Act:

(i) Projects for the study, management, protection and enhancement of fish and wildlife resources and habitats, including, but not limited to, acquisition of fish and wildlife habitats and related lands, stabilization projects for fish and wildlife habitats, and recreational projects.

(ii) The establishment, operation, and maintenance of air and water navigation aids and devices, and for access thereto.

(iii) Projects under the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 4601-4 through 11) and the Coastal Zone Management Act of 1972 (16 U.S.C. 1451 et seq.).

(iv) Scientific research, including but not limited to aeronautical, atmospheric, space, geologic, marine, fish and wildlife, and other research, development, and applications.

(v) Assistance for emergency actions essential to the saving of lives and the protection of property and the public health and safety, if such actions are performed pursuant to sections 305 and 306 of the Disaster Relief Act of 1974 (42 U.S.C. 5145 and 5146) and section 1362 of the National Flood Insurance Act of 1968 (42 U.S.C. 4103) and are limited to actions that are necessary to alleviate the emergency.

(vi) The maintenance, replacement, reconstruction, or repair, but not the expansion, of publicly owned or publicly operated roads, structures, or facilities. This clause shall not apply to roads, structures, or facilities referred to in paragraph (3)(B).

(vii) Nonstructural projects for shoreline stabilization that are designed to mimic, enhance, or restore natural stabilization systems.

(4) The Director of the Office of Management and Budget shall, on behalf of each Federal agency concerned, make written certification that each such agency has complied with the provisions of this subsection during each fiscal year beginning after September 30, 1987. Such certification shall be submitted on an annual basis to the House of Representatives and the Senate pursuant to the schedule required under the Congressional Budget and Impoundment Control Act of 1974.

(5) Nothing contained in this subsection shall be construed as indicating an intent on the part of the Congress to change the existing relationship of other Federal laws to the law of a State, or a political subdivision of a State, or to relieve any person or any obligation imposed by any law of any State, or political subdivision of a State. No provision of this subsection shall be construed to invalidate any provision of State or local law unless there is a direct conflict between such provision and the law of the State, or political subdivision of the State, so that the two cannot be reconciled or consistently stand together. This subsection shall in no way be interpreted to interfere with a State's right to protect, rehabilitate, preserve, and restore lands within its established boundary.

(f) TRANSFER OF PUBLIC LANDS.—Subject to valid existing rights, all public lands within the scenic area administered by the Secretary of the Interior through the Bureau of Land Management are hereby transferred without consideration to the jurisdiction of the Secretary to be managed as National Forest lands in accordance with the provisions of this Act.

#### SEC. 15. ENFORCEMENT.

##### (a) ADMINISTRATIVE REMEDIES.—

(1) COMMISSION ORDERS.—The Commission shall monitor activities of counties pursuant to this Act and shall take such actions as it determines are necessary to ensure compliance.

Research and development.

Safety

Public buildings and grounds.

2 USC 621 note.  
State and local governments

16 USC 544m

Taxes.

30 USC 181 note.  
31 USC 6901 et seq.

Rivers and harbors.

Public buildings and grounds.

Defense and national security.

Fish and fishing.  
Wildlife.

(2) **APPEAL TO THE COMMISSION.**—Any person or entity adversely affected by any final action or order of a county relating to the implementation of this Act may appeal such action or order to the Commission by filing with the Commission within thirty days of such action or order, a written petition requesting that such action or order be modified, terminated, or set aside.

(3) **CIVIL PENALTIES.**—Any person or entity who willfully violates the management plan or any land use ordinance or any implementation measure or any order issued by the Commission pursuant to this Act may be assessed a civil penalty by the Commission not to exceed \$10,000 for each violation. No penalty may be assessed under this subsection unless such person or entity is given notice and opportunity for a public hearing with respect to such violation. The Commission may compromise, modify, or remit, with or without conditions, any penalty imposed under this subsection, taking into consideration the nature and seriousness of the violation and the efforts of the violator to remedy the violation in a timely manner.

(b) **JUDICIAL REMEDIES.**—

(1) **CIVIL ACTIONS TO ENFORCE ACT.**—(A) Except as otherwise limited by this Act, the Attorney General of the United States may, at the request of the Secretary, institute a civil action for an injunction or other appropriate order to prevent any person or entity from utilizing lands within the special management areas in violation of the provisions of this Act, interim guideline adopted or other action taken by the Secretary pursuant to this Act.

(B) The Commission, or, at the request of the Commission, or the attorney general of Oregon or Washington, may institute a civil action for an injunction or other appropriate order to prevent any person or entity from utilizing lands within the scenic area outside urban areas in violation of the provisions of this Act, the management plan, or any land use ordinance or interim guideline adopted or other action taken by the Commission or any county pursuant to this Act.

(2) **CITIZENS SUITS.**—Any person or entity adversely affected may commence a civil action to compel compliance with this Act—

(A) against the Secretary, the Commission or any county where there is alleged a violation of the provisions of this Act, the management plan or any land use ordinance or interim guideline adopted or other action taken by the Secretary, the Commission, or any county pursuant to or Commission under this Act; or

(B) against the Secretary, the Commission, or any county where there is alleged a failure of the Secretary, the Commission or any county to perform any act or duty under this Act which is not discretionary with the Secretary, the Commission or any county.

(3) **LIMITATION ON BRINGING OF CITIZENS SUITS.**—No action may be commenced—

(A) under paragraph (2)(A) of this subsection—

(i) prior to sixty days after the plaintiff has given notice in writing of the alleged violation to the Secretary, to the Commission, and to the county in which the violation is alleged to have occurred; or

(ii) if the Attorney General of the United States, or the attorney general of Oregon or Washington, has commenced and is diligently prosecuting a civil action on the same matter pursuant to paragraph (1) of this subsection to require compliance with the management plan or any regulations, guidelines, or standards issued or other actions taken by the Secretary, the Commission, or any county pursuant to this Act. *Provided*, That in any such action any person or entity otherwise entitled to bring an action pursuant to paragraph (2) of this subsection may intervene as a matter of right; or

(iii) which challenges the consistency of the draft management plan with the purposes and standards of this Act or with other applicable law prior to the certification or adoption of the Management Plan pursuant to section 6 of this Act; or

(B) under paragraph (2)(B) of this subsection prior to sixty days after the plaintiff has given notice in writing of such action to the Secretary, the Commission, and to the county in which the failure to perform any act or duty pursuant to this Act is alleged: *Provided*, That such action may be brought immediately after such notification where the violation or order complained of constitutes an imminent threat to the health or safety of the plaintiff or would immediately affect a legal interest of the plaintiff.

(4) **JUDICIAL REVIEW.**—Any person or entity adversely affected by—

(A) any final action or order of a county, the Commission, or the Secretary relating to the implementation of this Act; or

(B) any land use ordinance or interim guideline adopted pursuant to this Act;

(C) any appeal to the Commission pursuant to this section;

(D) any civil penalty assessed by the Commission pursuant to paragraph (a)(3) of this subsection may appeal such action or order by filing in any of the courts specified in paragraph (5) of this subsection, within sixty days after the date of service of such order or within sixty days after such action is taken, a written petition requesting such action, order, land use ordinance, interim guideline, or appeal taken to the Commission be modified, terminated, or set aside.

(5) **FEDERAL COURT JURISDICTION.**—The United States district courts located in the States of Oregon and Washington shall have jurisdiction over—

(A) any criminal penalty imposed pursuant to 16 U.S.C. 551, or any other applicable law for violation of any order, regulation or other action taken by the Secretary pursuant to this Act;

(B) any civil action brought against the Secretary pursuant to this section; or

(C) any appeal of any order, regulation, or other action of the Secretary taken pursuant to paragraph (4) of this subsection.

(6) **STATE COURT JURISDICTION.**—The State courts of the States of Oregon and Washington shall have jurisdiction—



- (A) to review any appeals taken to the Commission pursuant to subsection (a)(2) of this section;
- (B) over any civil action brought by the Commission pursuant to subsection (b)(1) of this section or against the Commission, a State, or a county pursuant to subsection (b)(2) of this section;
- (C) over any appeal of any order, regulation, or other action of the Commission or a county taken pursuant to paragraph 4 of this subsection; or
- (D) any civil penalties assessed by the Commission pursuant to subsection (a)(3) of this section.

16 USC 544n.

## SEC. 16. AUTHORIZATION OF APPROPRIATIONS.

(a) **AUTHORIZATIONS.**—There are authorized to be appropriated for fiscal years after the fiscal year 1986 such sums as are described below:

(1) For the purpose of acquisition of lands, water and interests therein pursuant to this Act: \$40,000,000: *Provided*, That of this amount no more than \$10,000,000 shall be available to acquire lands, water, and interests therein pursuant to section 10. Such amounts are authorized to be appropriated from amounts covered into the Land and Water Conservation Fund notwithstanding any allocation, apportionment, or limitation contained in the Land and Water Conservation Fund (16 U.S.C. 4601-4 and following).

(2) For the purpose of providing payments to local governments pursuant to section 14(c): \$2,000,000.

(b) There are authorized to be appropriated for fiscal years after the fiscal year 1986, effective upon concurrence on the management plan pursuant to section 6 of this Act:

(1) For the purpose of construction of an interpretive center to be located in the State of Oregon, and a conference center to be located in the State of Washington: \$10,000,000.

(2) For the purpose of construction of recreation facilities pursuant to section 7(d): \$10,000,000.

(3) For the purpose of preparing a program and restoring and reconstructing the Old Columbia River Scenic Highway, Oregon pursuant to section 12 of this Act: \$2,800,000.

(4) For the purpose of providing economic development grants pursuant to section 11: \$5,000,000 for each State: *Provided*, That funds authorized to be appropriated pursuant to this paragraph shall be available for the acquisition of lands and interests therein pursuant to section 10 if, at the expiration of three years, the States have failed to carry out their respective function pursuant to section 5 of this Act.

(c) **AVAILABILITY OF FUNDS.**—Funds appropriated under subsections (a)(2) and (b) shall not be made available for any county which does not have in effect a land use ordinance which has been found to be consistent by the Commission, and concurred on by the Secretary as consistent with the management plan pursuant to section 8 of this Act.

## SEC. 17. SAVINGS PROVISIONS.

(a) Nothing in this Act shall—

(1) affect or modify any treaty or other rights of any Indian tribe;

(2) except as provided in section 13(c), authorize the appropriation or use of water by any Federal, State, or local agency, Indian tribe, or any other entity or individual;

(3) except as provided in section 13(c), affect the rights or jurisdictions of the United States, the States, Indian tribes or other entities over waters of any river or stream or over any ground water resource or affect or interfere with transportation activities on any such river or stream;

(4) except as provided in section 13(c), alter, establish, or affect the respective rights of the United States, the States, Indian tribes, or any person with respect to any water or water-related right;

(5) alter, amend, repeal, interpret, modify, or be in conflict with any interstate compact made by the States before the enactment of this Act;

(6) affect or modify the ability of the Bonneville Power Administration to operate, maintain, and modify existing transmission facilities;

(7) affect lands held in trust by the Secretary of the Interior for Indian tribes or individual members of Indian tribes or other lands acquired by the Army Corps of Engineers and administered by the Secretary of the Interior for the benefit of Indian tribes and individual members of Indian tribes;

(8) affect the laws, rules and regulations pertaining to hunting and fishing under existing State and Federal laws and Indian treaties;

(9) require any revision or amendment of any forest plan adopted pursuant to the National Forest Management Act of 1976 (Act of October 22, 1976, Public Law 94-588, as amended (16 U.S.C. 1600 et seq.)); or

(10) establish protective perimeters or buffer zones around the scenic area or each special management area. The fact that activities or uses inconsistent with the management directives for the scenic area or special management areas can be seen or heard from these areas shall not, of itself, preclude such activities or uses up to the boundaries of the scenic area or special management areas.

(h) Except for the offsite disposal of excavation material, nothing in this Act shall be construed to affect or modify the responsibility of the United States Army Corps of Engineers to improve navigation facilities at Bonneville Dam pursuant to Federal law.

(c) Except for the management, utilization, or disposal of timber resources of non-Federal lands within the special management areas, nothing in this Act shall affect the rights and responsibilities of non-Federal timber land owners under the Oregon and Washington Forest Practices Acts or any county regulations which under applicable State law supersede such Acts.

(d) Mandatory language in this Act respecting the powers and responsibilities of the Commission shall be interpreted as conditions precedent to congressional consent to the interstate compact described in section 5 of this Act.

(e) In the event that the States of Washington and Oregon fail to comply with the provisions of section 5 of this Act, the Secretary shall not be obligated to take actions which are predicated upon the establishment of the Commission.

(f)(1) Actions by the Secretary pursuant to subsections (f), (g), and (h) of section 6; subsections (f), (j), (k), and (l) of section 8; section 9;

State and local governments.

Compacts between States.

Fish and fishing.

Armed Forces

Forests and forest products.

and subsections (a) and (b)(2) of section 10 shall neither be considered major Federal actions significantly affecting the quality of the environment under section 102 of the National Environmental Policy Act (42 U.S.C. 4332) nor require the preparation of an environmental assessment in accordance with that Act.

(2) Except as provided in paragraph (1) of this subsection, nothing in this Act shall expand, restrict, or otherwise alter the duties of the Secretary under the National Environmental Policy Act.

SEC. 18. SEVERABILITY.

16 USC 544p.

(a) If any provision of this Act or the application thereof to any person, State, Indian tribe, entity, or circumstance is held invalid, neither the remainder of this Act, nor the application of any provisions herein to other persons, States, Indian tribes, entities, or circumstances, shall be affected thereby.

Approved November 17, 1986.

LEGISLATIVE HISTORY—H.R. 5705 (S. 2055):

CONGRESSIONAL RECORD, Vol. 132 (1986):

Oct. 16, considered and passed House.

Oct. 17, considered and passed Senate.



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## Glossary





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# Glossary

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The definitions listed below apply to both General Management Area and Special Management Area, unless otherwise noted.

**Accepted agricultural practice:** A mode of operation that is common to farms or ranches of similar nature, necessary for the operation of such farms or ranches to obtain a profit in money and customarily utilized in conjunction with agricultural use.

**Accessory building:** A building or structure whose use is incidental and subordinate to that of the main use of the property, and that is located on the same parcel as the main building or use.

**Active wildlife site:** A wildlife site that has been used within the past 5 years by a sensitive wildlife species.

**Agency official:** The federal, state, or local agency head or designee who has authority over a proposed project.

**Agricultural structure:** A structure located on a farm or ranch and used in the operation for the storage, repair, and maintenance of farm equipment and supplies or for the raising and/or storage of crops and livestock. These include, but are not limited to: barns, silos, workshops, equipment sheds, greenhouses, wind machines (orchards), processing facilities, storage bins and structures.

**Agricultural use:** The current employment of land for the primary purpose of obtaining a profit in money by raising, harvesting, and selling crops; or by the feeding, breeding, management, and sale of, or production of, livestock, poultry, fur-bearing animals or honeybees; or for dairying and the sale of dairy products; or any other agricultural or horticultural use, including Christmas trees. Current employment of land for agricultural use includes:

1. The operation or use of farmland subject to any agriculture-related government program.
  2. Land lying fallow for 1 year as a normal and regular requirement of good agricultural husbandry.
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3. Land planted in orchards or other perennials prior to maturity.
4. Land under buildings supporting accepted agricultural practices.

Agricultural use does not include livestock feedlots.

**Anadromous fish:** Species of fish that migrate upstream to freshwater after spending part of their life in the ocean (saltwater).

**Anaerobic:** A condition in which molecular oxygen is absent (or effectively so) from the environment.

**Aquaculture:** The cultivation, maintenance, and harvesting of aquatic species.

**Aquatic area:** The water area of a stream, pond, or lake measured at the ordinary high water mark.

**Archaeological resources:** See cultural resource.

**Archival research:** Research in primary documents that is likely to yield information regarding human occupation of the area in question, including but not limited to deed, census, cartographic, and judicial records.

**Bed and breakfast inn:** An establishment located in a structure designed as a single-family dwelling where more than two rooms but fewer than six rooms are rented on a daily basis. Bed and breakfast inns are clearly incidental to the use of a structure as a single-family dwelling and are owner occupied and operated. Bed and breakfast inns operate as transient accommodations, not as rooming or boarding houses.

**Best management practices:** Conservation techniques and management measures that (1) control soil loss and reduce water quality degradation caused by nutrients, animal waste, toxins, and sediment; (2) minimize adverse affects to groundwater and surface-water flow and circulation patterns; and (3) maintain the chemical, biological, and physical characteristics of wetlands, ponds, streams, and riparian areas.

**Biodiversity (SMA):** A diversity of biological organisms at the genetic, species, ecosystem, and landscape levels.

**Boat landing:** Cleared area or developed structure used to facilitate launching or retrieving watercraft.

**Buffer zone:** An area adjacent to a wetland, stream, pond, or other sensitive area that is established and managed to protect sensitive natural resources from

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human disturbance. In instances that involve a wetland, stream, or pond, the buffer zone includes all or a portion of the riparian area.

**Building:** Any structure used or intended for supporting or sheltering any use or occupancy.

**Camping or recreational vehicle:** A vacation trailer, camper, self-propelled vehicle, or structure equipped with wheels for highway use that is intended for recreational purposes, but not for residential purposes, and is equipped with plumbing, sink, or toilet. A camping or recreational vehicle shall be considered a dwelling unit if it is connected to a sewer system (including septic tank), water, and electrical lines or is occupied on the same parcel for more than 60 days in any consecutive 12-month period.

**Campsite:** Single camping unit, that usually consists of a cleared, level area for a tent, and may include a parking spur, fire ring, table, and other amenities.

**Capability:** The ability of land to produce forest or agricultural products due to characteristics of the land itself, such as soil, slope, exposure, or other natural factors.

**Cascadian architecture (SMA):** Architectural style using native rock work, large timber, and steeply pitched roofs in a rustic manner.

**Catastrophic situations (SMA):** Forces such as fire, insect and disease infestations, and earth movements.

**Childcare center:** A facility providing daycare to three or more children, but not including:

1. The provision of care that is primarily educational, unless provided to a preschool child for more than 4 hours a day.
2. The provision of care that is primarily supervised training in a specific subject, including but not limited to dancing, gymnastics, drama, music or religion.
3. The provision of short-term care related to or associated with group athletic or social activities.
4. The provision of daycare in the provider's home in the family living quarters for less than 13 children.

**Clearcut:** A created opening of 1 acre or more.

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**Columbia River Gorge National Scenic Area Graphic Signing System:** Sign design standards developed for the Scenic Area for public signs in and adjacent to public road rights-of-way.

**Commercial development/use:** Any facility or use of land or water whose function is primarily retail buying or selling of goods or services or both. This does not include fruit or produce stands.

**Commercial forest products:** These include timber for lumber, pulp, and firewood for commercial purposes.

**Commercial recreation:** Any private (non-governmental) recreational activity or facility on privately owned land, excluding nonprofit facilities. This does not include operation of a public recreation facility by a private vendor.

**Community facility:** Basic utilities and services necessary to support public service needs, including but not limited to water and power utilities, sanitation facilities, public microwave stations and communication facilities, schools, roads and highways. This does not include sanitary landfills.

**Consulting parties (cultural resources):** Organizations or individuals who submit substantive written comments to a local government in a timely manner because they are concerned with the effects of a proposed use on cultural resources.

**Contiguous land:** Parcels or other lands that are under the same ownership and have a common boundary, regardless of whether or not portions of the parcels have separate tax lot numbers, lie in different counties, lie in different sections or government lots, lie in different land use or zoning designations, or are separated by public or private roads. Contiguous land does not include parcels that meet only at a single point.

**Counties:** The six counties within the Scenic Area: Hood River, Multnomah, and Wasco in Oregon, and Clark, Skamania, and Klickitat in Washington.

**Created opening (SMA):** A created forest opening with less than 80 percent crown cover closure of trees averaging less than 20 feet tall.

**Creation (wetlands):** A human activity that converts an upland into a wetland. This definition presumes that the area to be converted has not been a wetland in recent times (100 to 200 years).

**Cultivation:** Any activity that prepares land for raising crops by turning, breaking, or loosening the soil. Cultivation includes plowing, harrowing, leveling, and tilling.

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**Cultural resource:** Evidence of human occupation or activity that is important in the history, architecture, archaeology or culture of a community or region. Cultural resources include, but are not limited to, the following:

- Archaeological resources. Physical evidence or ruins of human occupation or activity that are located on or below the surface of the ground and are at least 50 years old.

Archaeological resources include, but are not limited to, the remains of houses, villages, camp and fishing sites, and cave shelters; rock art such as petroglyphs and pictographs; artifacts such as arrowheads, utensils, tools, fragments of tools and utensils, obsidian flakes or other material byproducts from tool and utensil-making activities; and graves, human remains, and associated artifacts.

- Historic buildings and structures. Standing or above-ground buildings and structures that are at least 50 years old.

Historic buildings and structures include, but are not limited to, log cabins, barns, canals, flumes, pipelines, highways, and tunnels.

- Traditional cultural properties. Locations, buildings, structures, and objects that are associated with cultural beliefs, customs, or practices of a living community that are rooted in that community's history and are important in maintaining the continuing cultural identity of the community.

Traditional cultural properties include, but are not limited to, a location associated with the traditional beliefs of a Native American group about its origins or its cultural history; a location where a community has traditionally carried out artistic or other cultural practices important in maintaining its historical identity; and a location where Native American religious practitioners have historically gone, and go today, to perform ceremonial activities. Objects may include petroglyphs, pictographs, rock cairns or other rock structures, trees, and rock outcrops.

**Cumulative effects:** The combined effects of two or more activities. The effects may be related to the number of individual activities, or to the number of repeated activities on the same piece of ground. Cumulative effects can result from individually minor but collectively significant actions taking place over a period of time.

**Cut:** An area where soil or earth is excavated or removed in conjunction with development activities.

**Dedicated site:** An area actively devoted to the current use and as delineated on the site plan.

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**Deer and elk winter range:** Areas normally used, or capable of being used, by deer and elk from December through April.

**Destruction of wetlands:** Loss of the wetlands or any of its component parts, including the filling, draining, or other adverse effect to the sustainable functioning of the wetland.

**Developed recreation:** Recreational opportunities characterized by high-density use on specific sites and requiring facilities installation. Density of use, amount of site development, and type of recreation site can vary widely across the spectrum of recreation activities.

**Development:** Any land division or structure, including but not limited to new construction of buildings and structures, and mining, dredging, filling, grading, paving, and excavation.

**Diameter at breast height (dbh):** The diameter of a tree as measured at breast height.

**Duplex:** A building containing two dwelling units and designed for occupancy by two families.

**Dwelling, single-family:** A detached building containing one dwelling unit and designed for occupancy by one family only.

**Dwelling unit:** A single unit designed for occupancy by one family and having not more than one cooking area or kitchen.

**Effect on Treaty Rights:** To bring about a change in, to influence, to modify, or to have a consequence to Indian treaty or treaty-related rights in the Treaties of 1855 with the Nez Perce, Umatilla, Warm Springs and Yakima tribes executed between the individual Indian tribes and the Congress of the United States and as adjudicated by the Federal courts.

**Endemic:** Plant and animal species that are found only in the vicinity of the Columbia River Gorge area.

**Enhancement (natural resources):** A human activity that increases one or more functions of an existing wetland, stream, lake, riparian area, or other sensitive area. Enhancement is generally limited to a wetland, stream, lake, riparian area, or other sensitive area that is degraded. Enhancing an area that is in good or excellent condition may reduce biological diversity and eliminate other natural functions and may not be desirable.

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**Ethnography:** The descriptive and analytic study of the culture of particular groups. An ethnographer seeks to understand a group through interviews with its members and often through living in and observing it.

**Existing use or structure:** A legally established use that existed before the effective date of the Scenic Area Act, the Management Plan, or a land use ordinance established pursuant to the Scenic Area Act. "Legally-established" means established in accordance with the law in effect at the time of establishment of the use.

**Exploration, development (extraction and excavation), and production of mineral resources:** Includes all or any part of the process of surface, underground, or submerged mining of mineral resources. Minerals include soil, coal, clay, stone, sand, gravel, metallic ore, oil and gases and any other material or substance excavated for commercial, industrial or construction use. For the Management Plan, this definition includes all exploration and mining, regardless of area disturbed or volume mined. Production of mineral resources means the use of portable crushing, onsite stockpiling, washing, milling, screening, or sorting equipment or other similar methods of initial treatment of a mineral resource to transport to another site for use or further processing. Secondary processing such as concrete or asphalt batch plants are considered industrial uses.

**Fill:** The placement, deposition, or stockpiling of sand, sediment, or other earth materials to create new uplands or create an elevation above the existing surface.

**Fire break:** A break in ground cover fuels, adjacent to and surrounding buildings.

**Forbs:** Broad-leaved herbs, in contrast to ferns, fern allies, and grasses and grasslike plants.

**Foreground (SMA):** One-half mile on either side of a traveled road or trail.

**Forest products:** Commodities produced from a forest, including, but not limited to, timber products, boughs, mushrooms, pine cones, and huckleberries.

**Forest practices:** Those activities related to the growing and harvesting of forest tree species, as defined by the Oregon Forest Practices Act or the Washington Forest Practices Act.

**Forest use:** The growing, propagation, and harvesting of forest tree species and other forest products.

**Fully screened:** A description of the relative visibility of a structure where that structure is not visible as viewed from a specified vantage point (generally a key viewing area, for the purpose of the Management Plan).

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**Grade (ground level):** The average elevation of the finished ground elevation as defined by the Uniform Building Code.

**Grading:** Any excavating or filling of earth materials or any combination thereof, including the land in its excavated or filled condition.

**Height of building:** The vertical distance from the grade to the highest point of the roof.

**Herbaceous:** A plant with no persistent woody stem above the ground, with characteristics of an herb.

**Herbs:** Nonwoody (herbaceous) plants, including grasses and grasslike plants, forbs, ferns, fern allies, and nonwoody vines. (Note: Seedlings of woody plants that are less than 3 feet tall shall be considered part of the herbaceous layer.)

**Historic buildings and structures:** See cultural resource.

**Historic survey:** Actions that document the form, style, integrity, and physical condition of historic buildings and structures. Historic surveys may include archival research, architectural drawings, and photographs.

**Horses, boarding of:** The stabling, feeding, and grooming for a fee, or the renting of stalls for and the care of horses not belonging to the owner of the property, and related facilities, such as training arenas, corrals, and exercise tracks.

**Hydric soil:** A soil that is saturated, flooded, or ponded long enough during the growing season to develop anaerobic conditions in the upper part.

**In-lieu sites:** Sites acquired by the Army Corps of Engineers and transferred to the Bureau of Indian Affairs for treaty fishing, in lieu of those usual and accustomed fishing areas lost by inundation from reservoir construction. These sites were acquired under the provisions of Public Law 14 and Public Law 100-581, Section 401. Additional in-lieu sites will be provided for.

**Indian tribal government:** The governing bodies of the Nez Perce Tribe (Nez Perce Tribal Executive Committee), the Confederated Tribes of the Umatilla Indian Reservation (Board of Trustees), the Confederated Tribes of the Warm Springs Reservation of Oregon (Tribal Council), and the Confederated Tribes and Bands of the Yakima Indian Nation (Tribal Council).

**Indian tribes:** The Nez Perce Tribe, the Confederated Tribes and Bands of the Yakima Indian Nation, the Confederated Tribes of the Warm Springs Reservation of Oregon, and the Confederated Tribes of the Umatilla Indian Reservation.

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**Industrial uses:** Any use of land or water primarily involved in:

1. Assembly or manufacture of goods or products,
2. Processing or reprocessing of raw materials, processing of recyclable materials or agricultural products not produced within a constituent farm unit,
3. Storage or warehousing, handling or distribution of manufactured goods or products, raw materials, agricultural products, forest products, or recyclable materials for purposes other than retail sale and service, or
4. Production of electric power for commercial purposes.

**Interpretive displays:** Signs and structures that provide for the convenience, education, and enjoyment of visitors, helping visitors understand and appreciate natural and cultural resources and their relationship to them.

**Key components:** The attributes that are essential to maintain the long-term use and productivity of a wildlife site. The key components vary by species and wildlife site. Examples include fledgling and perching trees, watering sites, and foraging habitat.

**Key viewing areas:** Those portions of important public roads, parks, or other vantage points within the Scenic Area from which the public views Scenic Area landscapes. These include:

Historic Columbia River Highway  
Crown Point  
Highway I-84, including rest stops  
Multnomah Falls  
Washington State Route 14  
Beacon Rock  
Panorama Point Park  
Cape Horn  
Dog Mountain Trail  
Cook-Underwood Road  
Rowena Plateau and Nature Conservancy Viewpoint  
Portland Women's Forum State Park  
Bridal Veil State Park  
Larch Mountain  
Rooster Rock State Park  
Bonneville Dam Visitor Centers  
Columbia River  
Washington State Route 141  
Washington State Route 142

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Oregon Highway 35  
Sandy River  
Pacific Crest Trail

SMA only:

Old Washington State Route 14 (County Road 1230)  
Wyeth Bench Road  
Larch Mountain Road  
Sherrard Point on Larch Mountain

**Land division:** The division or redivision of contiguous land(s) into tracts, parcels, sites or divisions, regardless of the proposed parcel or tract size or use. A land division includes, but is not limited to, short subdivisions, partitions, and subdivisions.

**Landscape setting:** The combination of land use, landform, and vegetation patterns that distinguish an area in appearance and character from other portions of the Scenic Area.

**Livestock feedlot:** Stockyards and commercial livestock finishing yards for cattle, sheep, swine, and fur bearers. Feedlots do not include winter pasture or winter hay-feeding grounds.

**Lot line adjustment:** Transfer of a portion of a parcel from one owner to the owner of an adjacent parcel resulting in no increase in the number of parcels.

**Mitigation:** The use of any or all of the following actions:

1. Avoiding the impact altogether by not taking a certain action or parts of an action.
2. Minimizing impacts by limiting the degree or magnitude of the action and its implementation.
3. Rectifying the impact by repairing, rehabilitating, or restoring the affected environment.
4. Reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action.

**Multifamily dwelling:** A dwelling constructed or modified into two or more single-family units.

**Native species:** Species that naturally inhabit an area.

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**Natural resources:** Naturally occurring features including land, water, air, plants, animals (including fish), plant and animal habitat, and scenery.

**Natural resource specialist:** A person with professional qualifications, including an academic degree or sufficient professional experience, in the subject matter the specialist is being asked to analyze or evaluate.

**Natural resource-based recreation (SMA):** Recreation activities, uses, or facilities that essentially depend on the unique natural, scenic, or cultural resources found within the Scenic Area. Campgrounds, trails, boating and windsurfing facilities, swimming beaches, picnic sites, viewpoints, interpretive parks, and similar outdoor recreation facilities are considered resource-based; golf courses, tennis courts, and rental cabins are not.

**Nonprofit organization:** An organization whose nonprofit status has been approved by the U.S. Internal Revenue Service.

**Old growth:** Any stand of trees 10 acres or greater generally containing the following characteristics: 1) contain mature and overmature trees in the overstory and are well into the mature growth state; 2) in coniferous forests, will usually contain a multilayered canopy and trees of several age classes; 3) in coniferous forests, standing dead trees and down material are present; and 4) evidences of man's activities may be present, but do not significantly alter the other characteristics and would be a subordinate factor in description of such a stand.

**Ordinary high water mark:** The mark on all streams, ponds, and lakes that will be found by examining the bed and banks and ascertaining where the presence and action of waters are so common and usual, and so long continued in all ordinary years, as to mark upon the soil a vegetative character distinct from that of the abutting upland. In any area where the ordinary high water mark cannot be found, the line of mean high water shall substitute.

**Parcel:**

1. Any parcel legally created by a short division, partition, or subdivision.
  2. Any unit of land legally created and separately described by deed or sales contract prior to November 17, 1986, if there were no applicable planning, zoning, and land division ordinances or regulations.
  3. In the state of Washington, a unit of land created and separately described by deed or sales contract after November 17, 1986 if the unit created was approved by the Gorge Commission or the Forest Service Scenic Area Office.
  4. A unit of land shall not be considered a separate parcel simply because the subject tract of land:
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- a. Is a unit of land created solely to establish a separate tax account;
- b. Lies in different counties;
- c. Lies in different sections or government lots;
- d. Lies in different land use or zoning designations; or
- e. Is dissected by a public or private road.

**Partial retention:** A visual quality objective that provides for management activities that may be evident but must remain visually subordinate to the characteristic landscape. Activities may repeat form, line, color, or texture common to the characteristic landscape, but changes in their qualities of size, amount, intensity, direction, pattern, etc., shall remain visually subordinate to the characteristic landscape.

**Practicable:** Able to be done, considering technology and cost.

**Preexisting:** Existing prior to the adoption of the Columbia River Gorge National Scenic Area Management Plan.

**Project area:** The geographic area or areas within which new development and uses may cause changes in the character or use of cultural resources, if any such resources exist.

**Public use facility:** Recreation development(s) that meet the definition of "recreation facility" in the Management Plan and are open for use by the general public. Private clubs and other facilities limited to members or otherwise restricted in availability shall not be considered public use facilities.

**Rare plant species:** Used in a generic sense to refer to various categories of sensitive plants cited in federal and state programs.

**Recreation facility:** A cluster or grouping of recreational developments or improvements located in relatively close proximity to one another, and that are not separated in distance by more than 1/4 mile of land that does not contain any such developments or improvements, except for roads and/or pathways.

**Reconnaissance survey:** Actions conducted to determine if archaeological resources are present in an area that would be affected by a proposed use. Reconnaissance surveys may include archival research, surface surveys, subsurface testing, and ethnographic research.

**Recreation Opportunity Spectrum (ROS):** A means of classifying areas in relation to the types of recreation opportunities and experiences they provide or are

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appropriate for. The spectrum ranges from primitive (wilderness areas) to urban (highly modified areas).

- **Primitive:** Remote, inaccessible areas with a high degree of solitude and with resources essentially unmodified.
- **Semiprimitive:** Areas accessible only by primitive transportation routes, with low to moderately infrequent human encounters and with only subtle modifications to the natural setting.
- **Roaded Natural:** Roaded areas with moderately frequent human encounters and with resource modifications evident.
- **Rural:** Roaded areas with moderate to highly frequent human encounters and with the natural setting dominated by cultural modifications.
- **Suburban:** Areas representing the rural-urban interface, with urban-like roads, structures, highly frequent human encounters, and dominant resource modifications encroaching into the rural landscape.
- **Urban:** Highly accessible, roaded areas dominated by human encounters and human-related structures.

**Recreation resources:** Areas and facilities that provide recreation opportunities and experiences. Recreation resources include semiprimitive areas with few facilities and developed sites.

**Rehabilitation (natural resources):** A human activity that returns a wetland, stream, buffer zone, or other sensitive area that was disturbed during construction of a permitted use to its natural or preconstruction condition.

**Repair and maintenance:** An activity that restores the size, scope, configuration, and design of a serviceable structure to its previously authorized and undamaged condition. Activities that change the size, scope, and configuration of a structure beyond its original design are not included in this definition.

**Resource-based recreation:** Those recreation uses that are essentially dependent upon the natural, scenic, or cultural resources of the Scenic Area and that do not adversely affect those resources upon which they depend.

**Restoration (wetlands):** A human activity that converts an area that was formerly a wetland back into a wetland. This definition presumes that the area to be restored no longer qualifies as a wetland because of past activities, alterations, or catastrophic events.

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**Retention:** A visual quality objective that provides for management activities that are not visually evident to the casual visitor. Management activities may only repeat form, line, color, and texture that are frequently found in the characteristic landscape. Changes in their qualities of size, amount, intensity, direction, pattern, etc., shall not be evident.

**Review uses:** Proposed uses and developments that must be reviewed by a county planning department, the Gorge Commission, or the Forest Service to determine if they comply with the policies and guidelines in the Management Plan.

**Riparian area:** The area immediately adjacent to streams, ponds, lakes, and wetlands that directly contributes to the water quality and habitat components of the water body. This may include areas that have high water tables and soils and vegetation that exhibit characteristics of wetness, as well as upland areas immediately adjacent to the water body that directly contribute shade, nutrients, cover, or debris, or that directly enhance water quality within the water body.

**Road:** The entire right-of-way of any public or private way that provides ingress to or egress from property by means of vehicles or other means or that provides travel between places by means of vehicles. "Road" includes, but is not limited to:

1. Ways described as streets, highways, throughways, or alleys.
2. Road-related structures that are in the right-of-way, such as tunnels, culverts, or similar structures.
3. Structures that provide for continuity of the right-of-way, such as bridges.

**Scenic Area:** The Columbia River Gorge National Scenic Area.

**Scenic travel corridor:** Those portions of Interstate 84, the Historic Columbia River Highway, Oregon Highway 35, and Washington State Routes 14, 141, and 142 located in the Scenic Area and specifically designated to be managed as scenic and recreational travel routes.

**Secretary:** The Secretary of Agriculture.

**Sensitive plant species:** Plant species that are (1) endemic to the Columbia River Gorge and vicinity, (2) listed as endangered or threatened pursuant to federal or state endangered species acts, or (3) listed as endangered, threatened or sensitive by the Oregon or Washington Natural Heritage Program.

In the SMA, sensitive plant species also include plant species recognized by the Regional Forester as needing special management to prevent them from being placed on federal or state endangered species lists.

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**Sensitive wildlife species:** Animal species that are (1) listed as endangered or threatened pursuant to federal or state endangered species acts, (2) listed as endangered, threatened, sensitive, or candidate by the Washington Wildlife Commission, (3) listed as sensitive by the Oregon Fish and Wildlife Commission, or (4) considered to be of special interest to the public, limited to great blue heron, osprey, mountain goat, golden eagle, and prairie falcon.

In the SMA, sensitive wildlife species also include animal species recognized by the Regional Forester as needing special management to prevent them from being placed on federal or state endangered species lists.

**Service station:** A business operated for the purpose of retailing and delivering motor vehicle fuel into the fuel tanks of motor vehicles.

**Serviceable:** Presently useable.

**Shall:** Action is mandatory.

**Should:** Action is encouraged.

**Shrub:** A woody plant usually greater than 3 feet but less than 20 feet tall that generally exhibits several erect, spreading, or prostrate stems and has a bushy appearance. (Note: For the Management Plan, seedlings of woody plants that are less than 3 feet tall shall be considered part of the herbaceous layer.)

**Sign:** Any placard, poster, billboard, advertising structure or inscribed surface, pattern or artificial lighting, pictorial or symbolic ornament, emblematic structure, banner, fluttering apparatus, statue, model, ornamental figure, or other visually communicative or expressive device that is visible from an out-of-doors position and is used to advertise or call the public's attention to any public, business, commercial, industrial, recreational or any other activity, object for sale or lease, person or place, or to bear any kind of message. It includes any surface on which a name, text, device, signal, ornament, logotype, or advertising matters is made visible. The meaning of "sign" shall also include any sign currently in disuse, but still visible from an out-of-doors position, and any frame or support structure erected specifically to bear or uphold a sign.

**Significant cultural resource (SMA):** A cultural resource that is included in, or eligible for inclusion in, the National Register of Historic Places. (The criteria for evaluating the eligibility of properties for the National Register of Historic Places appear in "National Register Criteria for Evaluation" [36 CFR 60].)

**Skyline:** The line that represents the place at which a landform, such as a cliff, bluff or ridge, meets the sky, as viewed from a specified vantage point (generally a key viewing area, for the purpose of the Management Plan). In areas with thick, unbroken tree cover, the skyline is generally formed by the top of the vegetative

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canopy. In treeless areas or areas with more open tree cover, the skyline is generally formed by the surface of the ground.

**Soil Capability Class:** A classification system developed by the U.S. Department of Agriculture Soil Conservation Service to group soils as to their capability for agricultural use.

**Special habitat area:** Wetlands, mudflats, shallow water, and riparian vegetation that have high values for waterfowl, shorebirds, raptors, songbirds, upland game, and reptiles.

**Special streams:** Streams that are primary water supplies for fish hatcheries and rearing ponds.

**Stand:** A group of trees possessing uniformity in regard to type, age, vigor, or size.

**Story:** A single floor level of a structure, as defined by the Uniform Building Code.

**Streams:** Areas where surface water produces a defined channel or bed, including bedrock channels, gravel beds, sand and silt beds, and defined-channel swales. The channel or bed does not have to contain water year-round. This definition is not meant to include irrigation ditches, canals, storm or surface water runoff structures, or other artificial watercourses unless they are used to convey streams naturally occurring prior to construction of such watercourses.

For the Management Plan, streams are categorized into two classes: perennial streams and intermittent streams. Perennial stream means a stream that flows year-round during years of normal precipitation. Intermittent stream means a stream that flows only part of the year, or seasonally, during years of normal precipitation.

**Structure:** That which is built or constructed, an edifice or building of any kind, or any piece of work artificially built up or composed of parts joined together in some definite manner. This includes, but is not limited to, buildings, walls, fences, roads, parking lots, signs, and additions/alterations to structures.

**Subsurface testing:** Any procedure that removes material from beneath the ground surface for the purpose of identifying cultural resources, such as shovel tests, posthole digger tests, and auger borings.

**Suitability:** The appropriateness of land for production of agricultural or forest products or for recreation, considering its capability for production; surrounding uses and features associated with development; compatibility with scenic, cultural, natural and recreation resources; compatibility among uses; and other cultural factors, such as roads, powerlines, dwellings, and size of ownership.

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**Travelers accommodations:** Any establishment having rooms rented or kept for rent on a daily or weekly basis to travelers or transients for a charge or fee paid or to be paid for rental use or use of facilities.

**Treaty rights or other rights:** Rights reserved by the Indian tribes through the Treaties of 1855. These include the right of fishing at all usual and accustomed places, as well as the privilege of pasturing livestock and hunting and gathering on open and unclaimed lands in common with the citizens of the states.

**Tributary fish habitat:** Streams that are used by anadromous or resident fish for spawning, rearing and/or migration.

**Undertaking:** Any project, activity, program or development or change in land use that can result in changes in the character or use of a cultural resource, if any such cultural resources are located in the area of potential effects. For federal undertakings, the project, activity, or program must be under the direct or indirect jurisdiction of a federal agency or licensed or assisted by a federal agency. Undertakings include new and continuing projects, activities, or programs and any of their elements [36 CFR 800.2(o)].

**Unimproved lands:** Lands that generally do not have developments such as buildings or structures.

**Upland:** Any area that does not qualify as a wetland because the associated hydrologic regime is not sufficiently wet to elicit development of vegetation, soils, and/or hydrologic characteristics associated with wetlands.

**Uses allowed outright:** New uses and developments that may occur without being reviewed by a county planning department, the Gorge Commission, or the Forest Service to determine if they are consistent with the Management Plan.

**Utility facility:** Any structure that provides for the transmission or distribution of water, sewer, fuel, electricity, or communications.

**Viewshed:** A landscape unit seen from a key viewing area.

**Visual Quality Objective (VQO):** A set of visual management goals established by the Forest Service to achieve a desired visual objective. These objectives include retention and partial retention, and others in the Mt. Hood and Gifford Pinchot National Forest Plans.

**Visually subordinate:** A description of the relative visibility of a structure where that structure does not noticeably contrast with the surrounding landscape, as viewed from a specified vantage point (generally a key viewing area, for the Management Plan). As opposed to structures that are fully screened, structures

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that are visually subordinate may be partially visible. They are not visually dominant in relation to their surroundings.

**Water-dependent:** Uses that absolutely require, and cannot exist without, access or proximity to, or siting within, a water body to fulfill their basic purpose. Water-dependent uses include, but are not limited to, docks, wharfs, piers, dolphins, certain fish and wildlife structures, boat launch facilities, and marinas. Dwellings, parking lots, spoil and dump sites, roads, restaurants, trails and paths, trailer parks, resorts, and motels are not water-dependent.

**Water-related:** Uses not directly dependent upon access to a water body, but whose presence facilitates public access to and enjoyment of a water body. In the GMA, water-related uses shall be limited to boardwalks, trails and paths, observation decks, and interpretative aids, such as kiosks and signs.

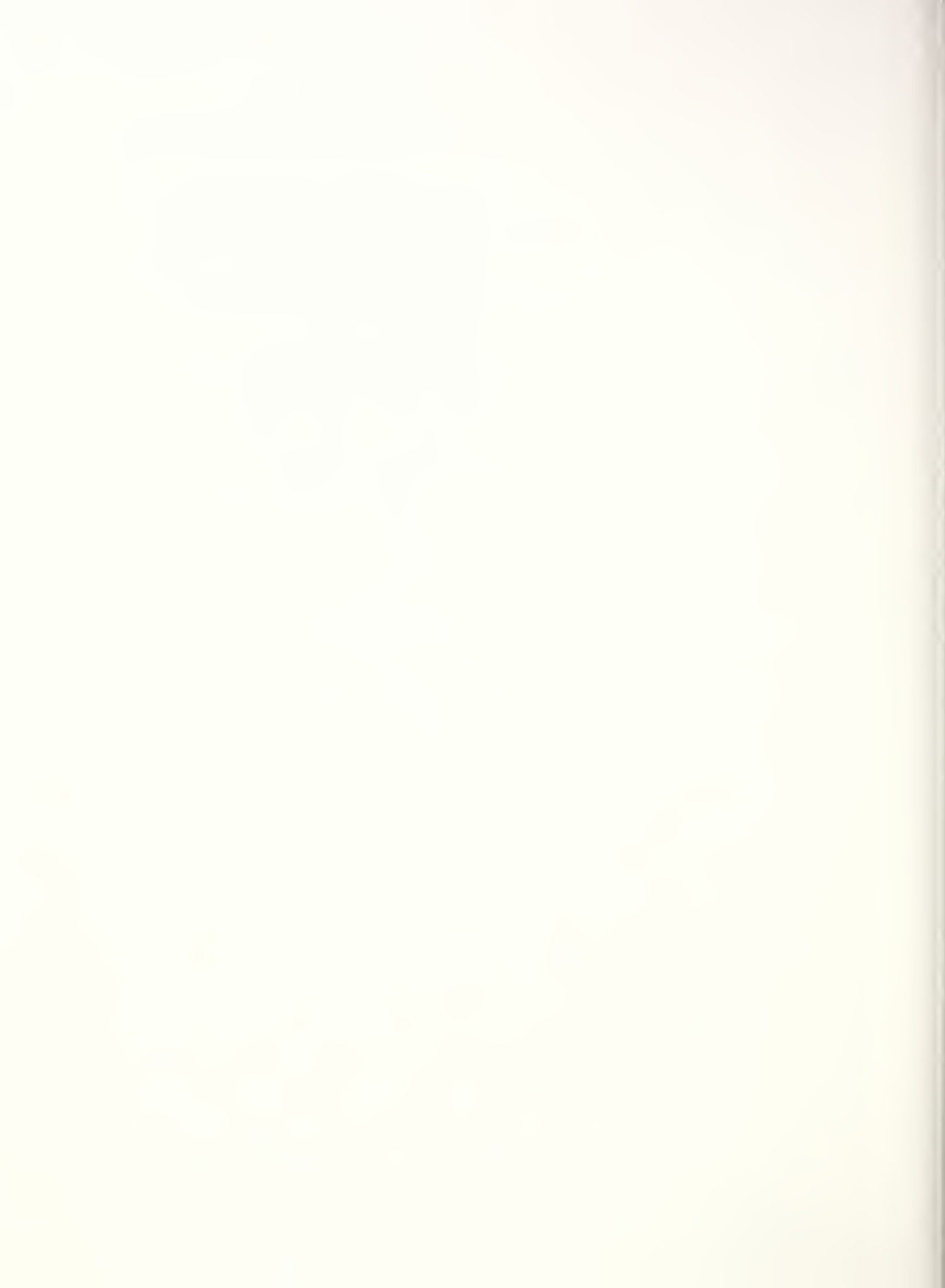
**Wetlands:** Areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. This does not include riparian areas, rivers, streams, and lakes.

**Wetlands functions:** The beneficial roles that wetlands serve, including storage, conveyance, and attenuation of floodwaters and stormwaters; groundwater recharge and discharge; protection of water quality and reduction of sediment and erosion; production of waterfowl, game and nongame birds, mammals, and other living resources; protection of habitat for endangered, threatened, and sensitive species; food chain support for a broad range of wildlife and fisheries; educational, historical, and archaeological value protection; and scenic, aesthetic, and recreational amenities.

**Woody plant:** A seed plant (gymnosperm or angiosperm) that develops persistent, hard, fibrous tissues.

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**Scenic Area Act:** *see* Columbia River Gorge National Scenic Area Act

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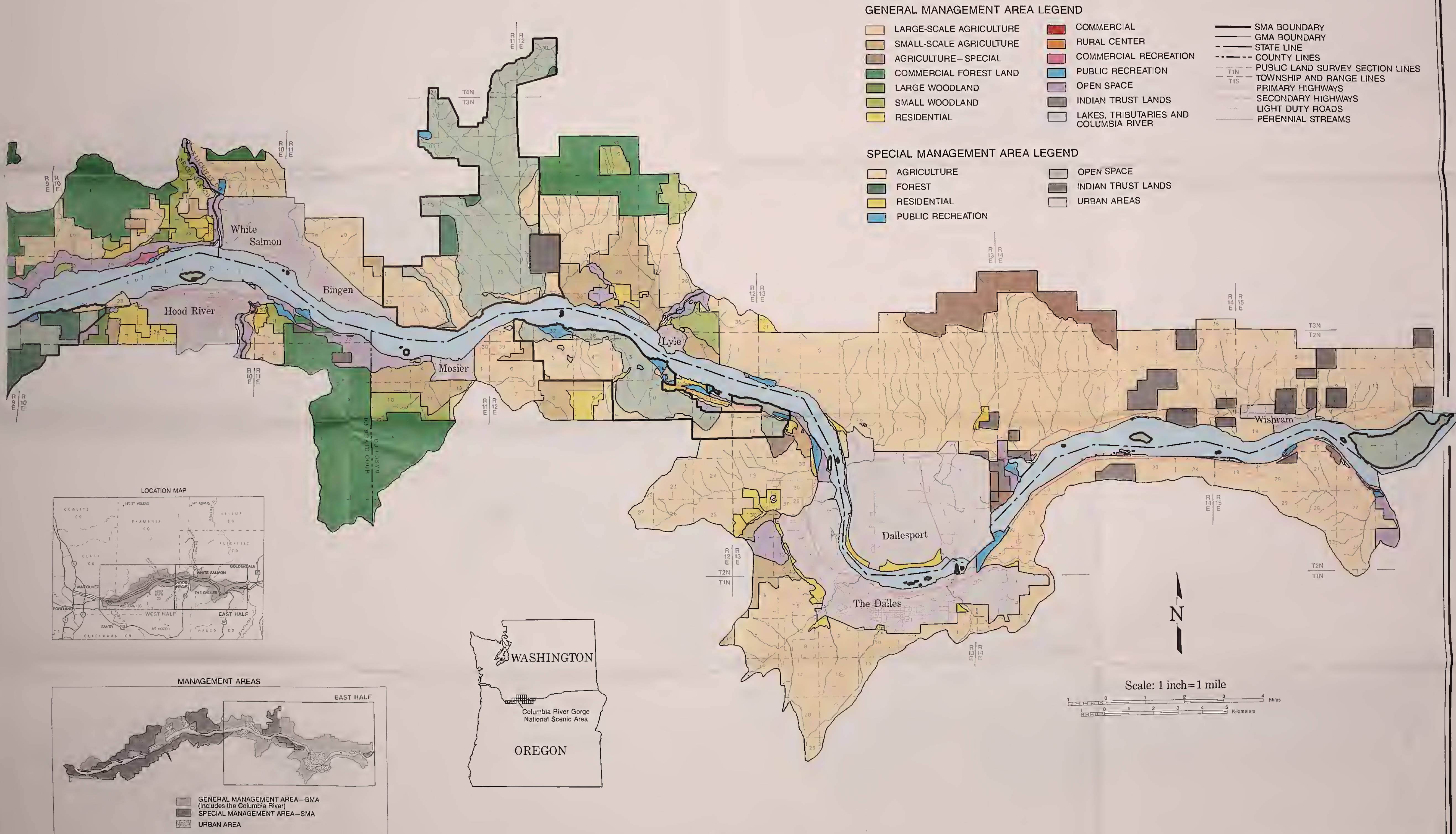
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# COLUMBIA RIVER GORGE NATIONAL SCENIC AREA

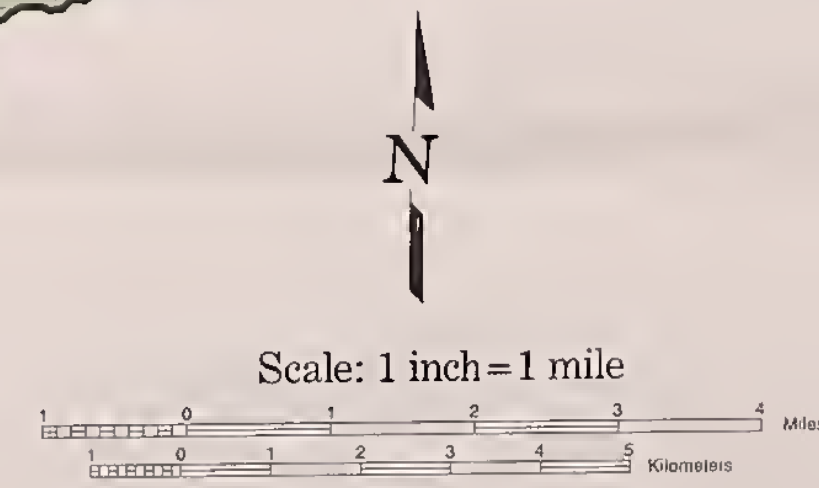
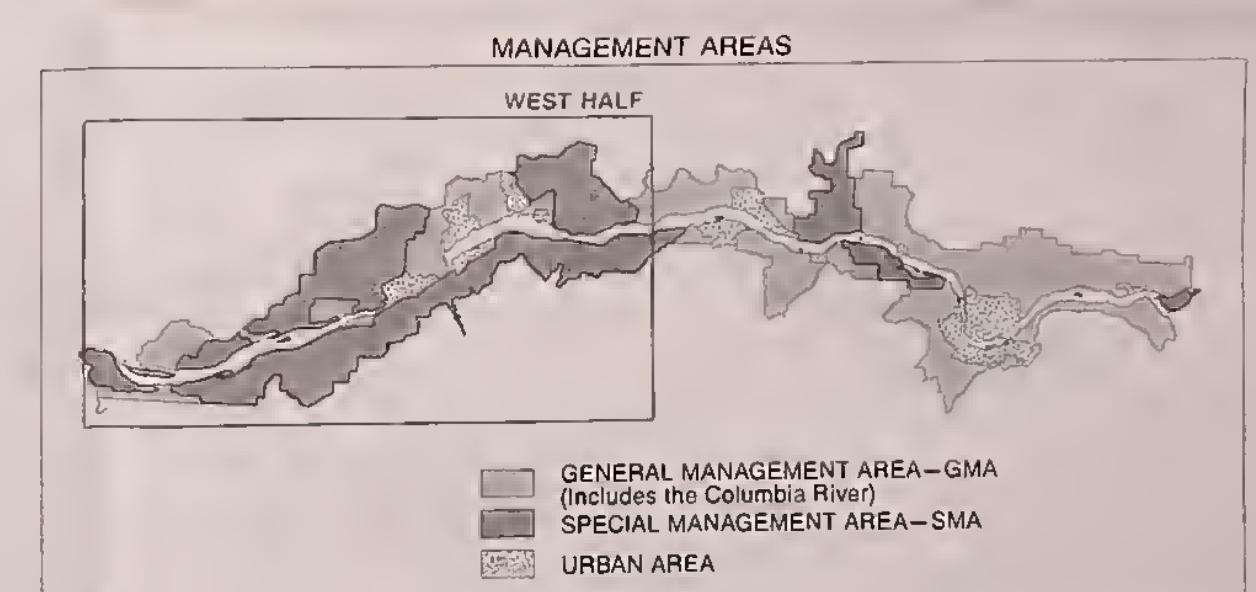
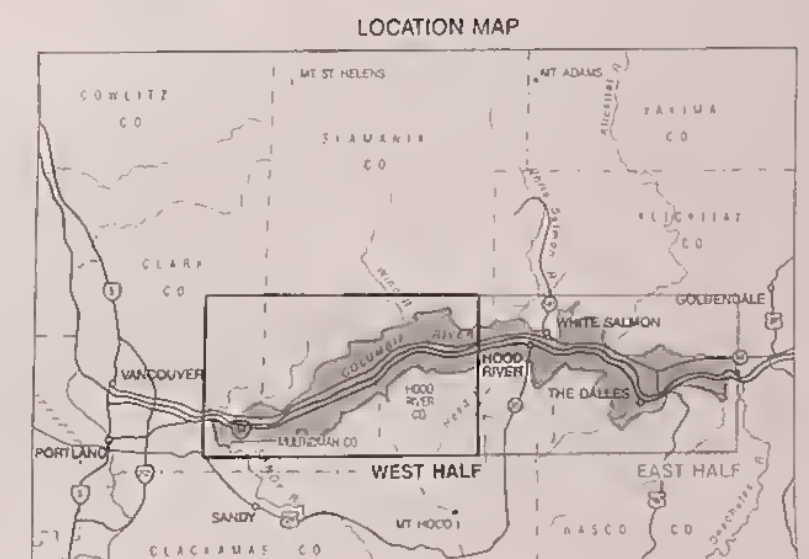
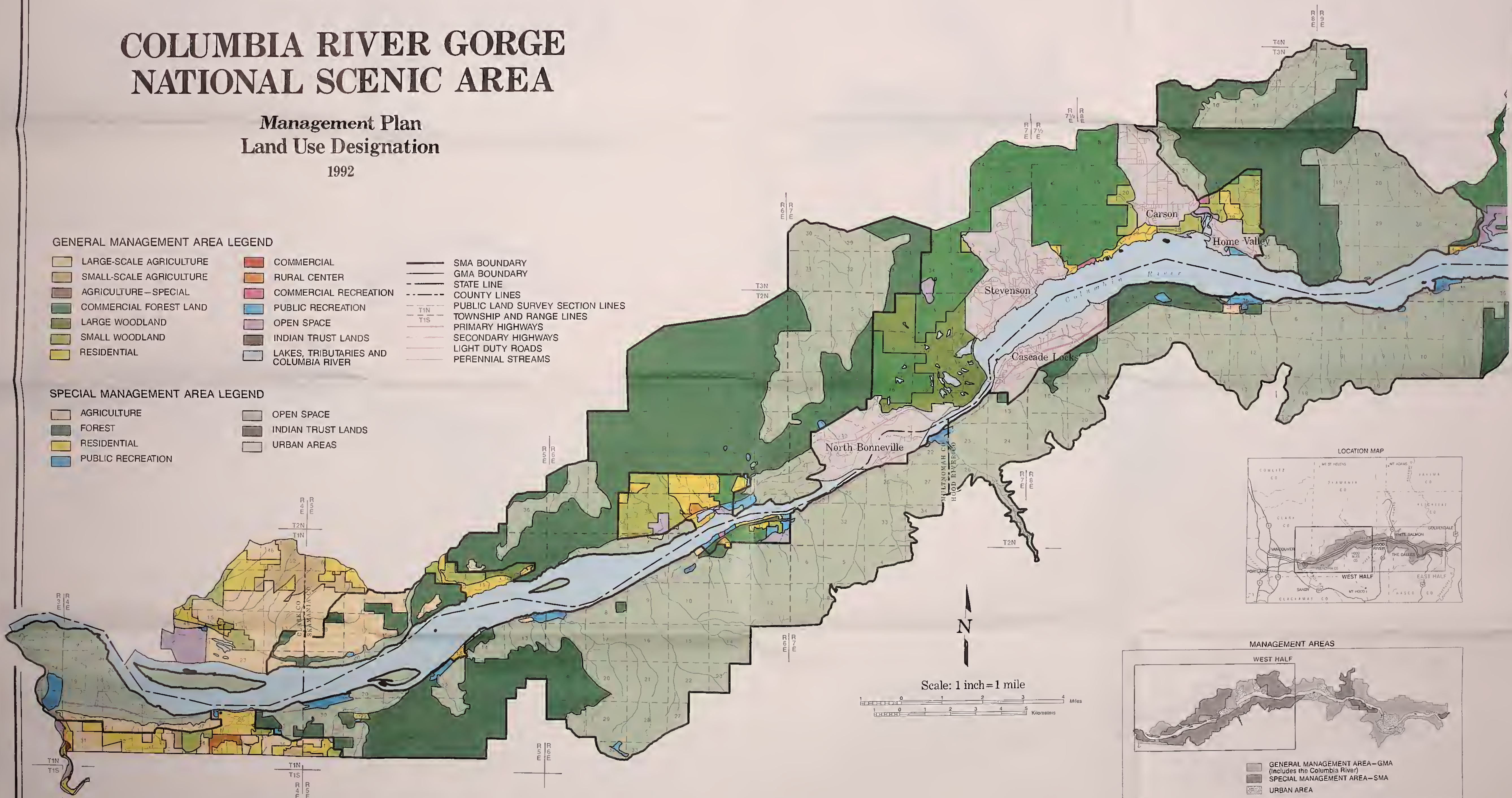
## Management Plan Land Use Designation 1992

### GENERAL MANAGEMENT AREA LEGEND

LARGE-SCALE AGRICULTURE	COMMERCIAL	SMA BOUNDARY
SMALL-SCALE AGRICULTURE	RURAL CENTER	GMA BOUNDARY
AGRICULTURE—SPECIAL	COMMERCIAL RECREATION	STATE LINE
COMMERCIAL FOREST LAND	PUBLIC RECREATION	COUNTY LINES
LARGE WOODLAND	OPEN SPACE	PUBLIC LAND SURVEY SECTION LINES
SMALL WOODLAND	INDIAN TRUST LANDS	TOWNSHIP AND RANGE LINES
RESIDENTIAL	LAKES, TRIBUTARIES AND COLUMBIA RIVER	PRIMARY HIGHWAYS
		SECONDARY HIGHWAYS
		LIGHT DUTY ROADS
		PERENNIAL STREAMS

### SPECIAL MANAGEMENT AREA LEGEND

AGRICULTURE	OPEN SPACE
FOREST	INDIAN TRUST LANDS
RESIDENTIAL	URBAN AREAS
PUBLIC RECREATION	



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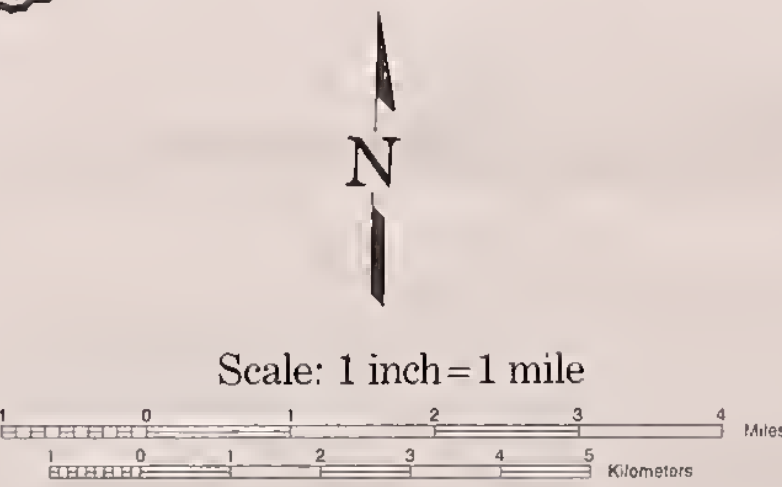
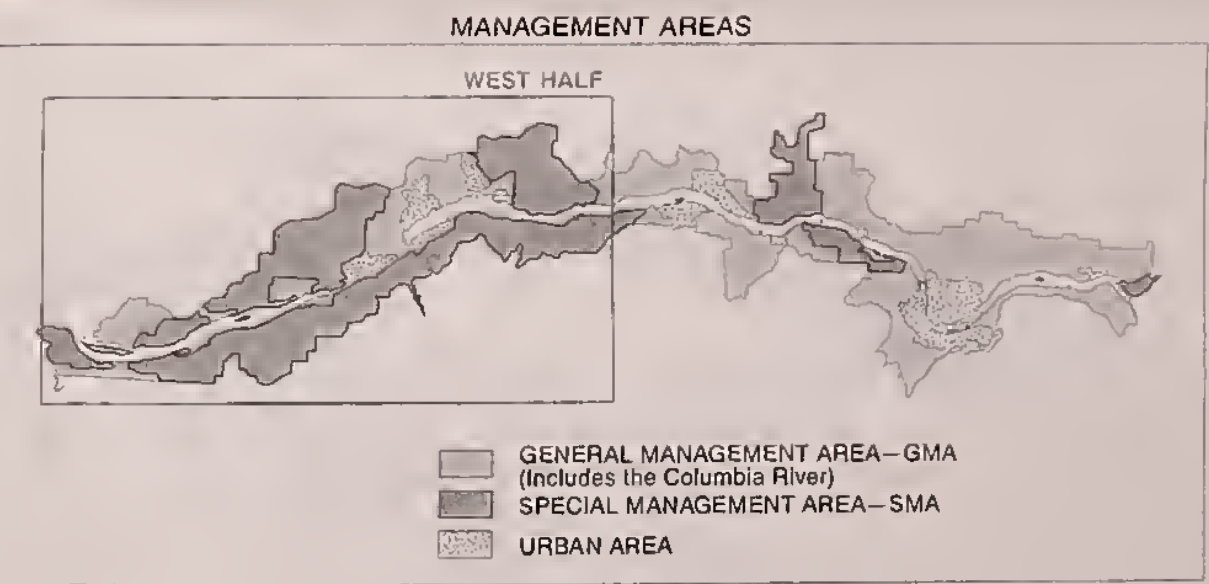
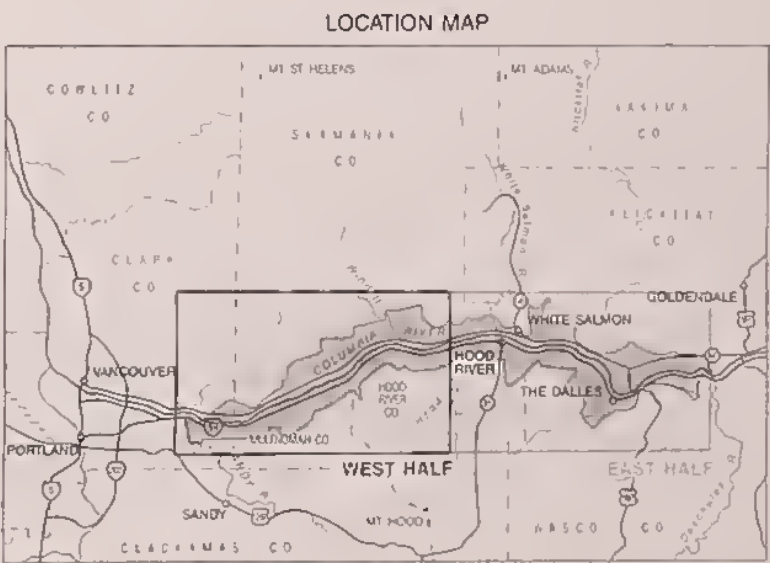
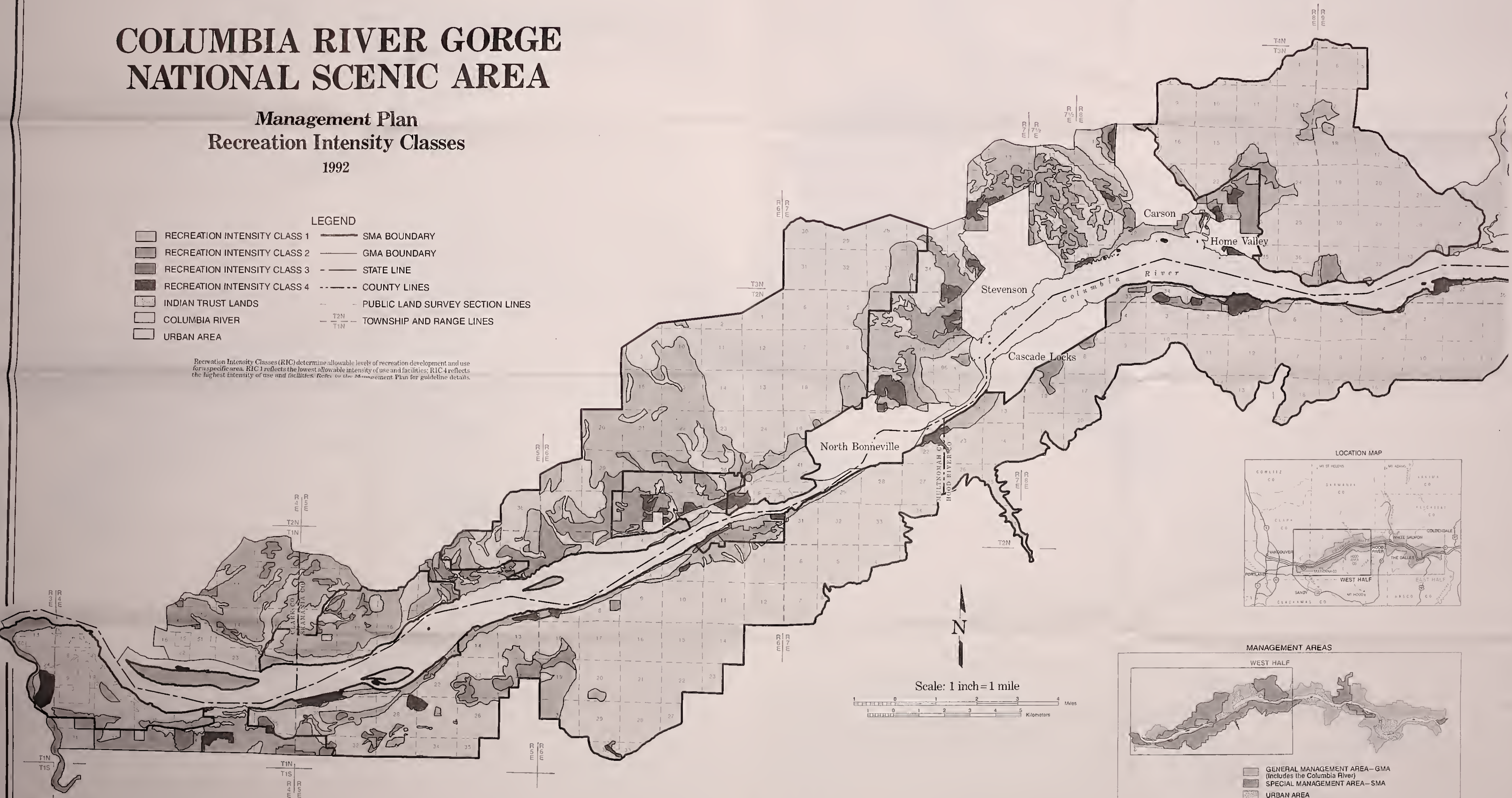


# COLUMBIA RIVER GORGE NATIONAL SCENIC AREA

## Management Plan Recreation Intensity Classes 1992

- LEGEND
- RECREATION INTENSITY CLASS 1
  - RECREATION INTENSITY CLASS 2
  - RECREATION INTENSITY CLASS 3
  - RECREATION INTENSITY CLASS 4
  - INDIAN TRUST LANDS
  - COLUMBIA RIVER
  - URBAN AREA
  - SMA BOUNDARY
  - GMA BOUNDARY
  - STATE LINE
  - COUNTY LINES
  - PUBLIC LAND SURVEY SECTION LINES
  - TOWNSHIP AND RANGE LINES

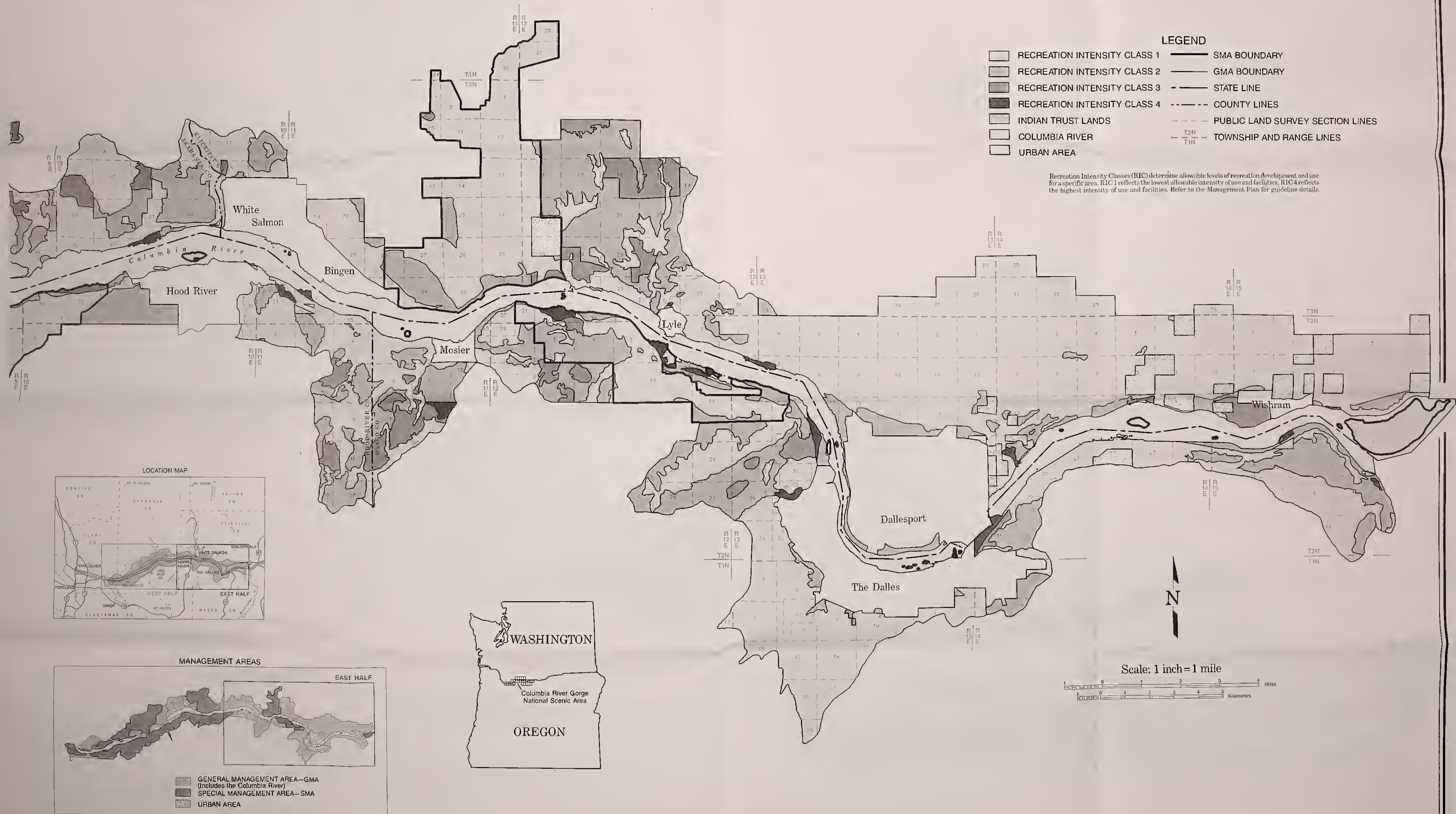
Recreation Intensity Classes (RIC) determine allowable levels of recreation development and use for a specific area. RIC 1 reflects the lowest allowable intensity of use and facilities; RIC 4 reflects the highest intensity of use and facilities. Refer to the Management Plan for guideline details.



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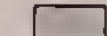




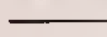
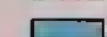


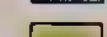
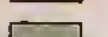
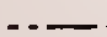
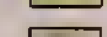
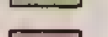

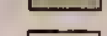
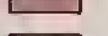

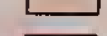





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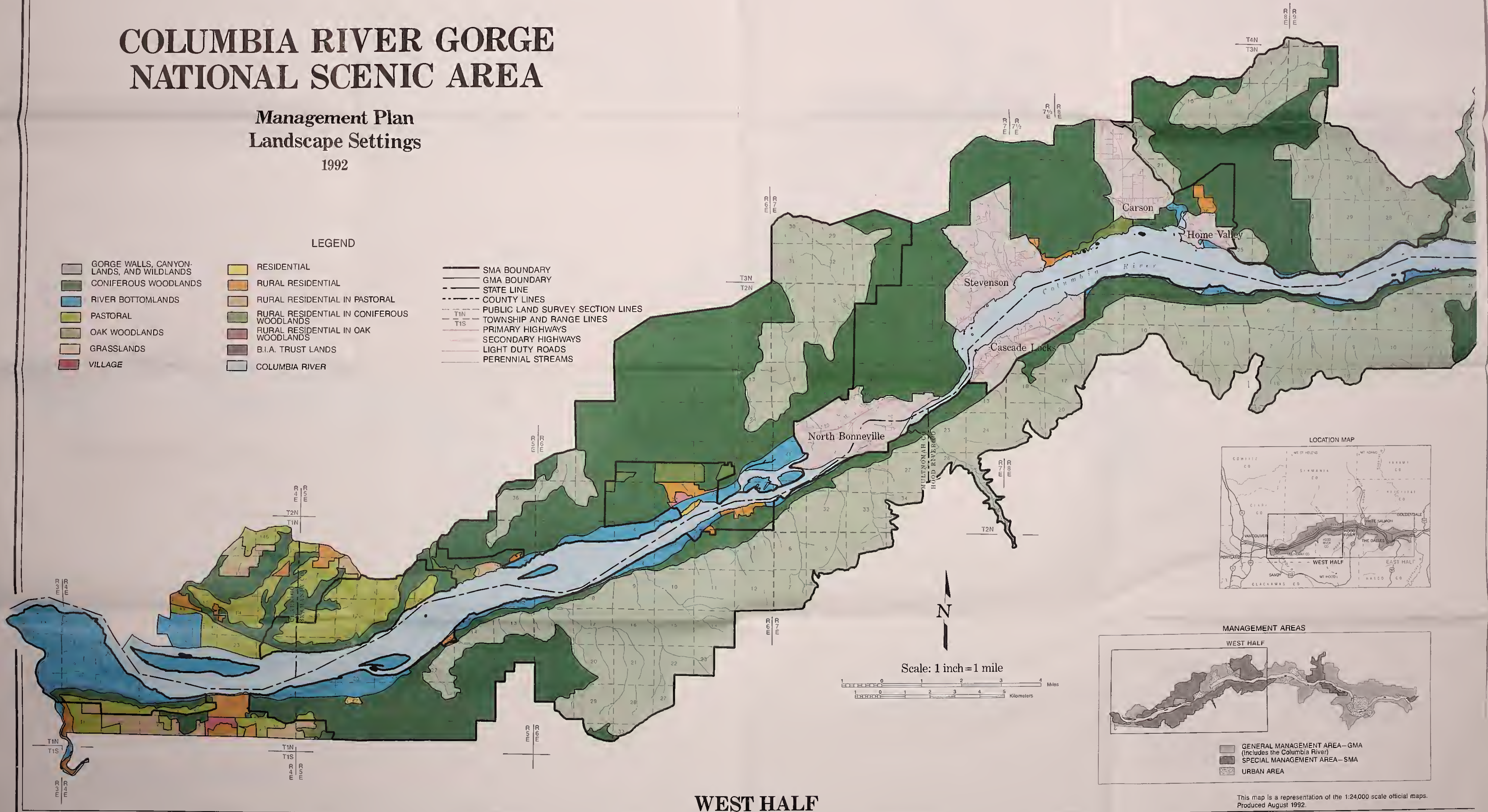


# COLUMBIA RIVER GORGE NATIONAL SCENIC AREA

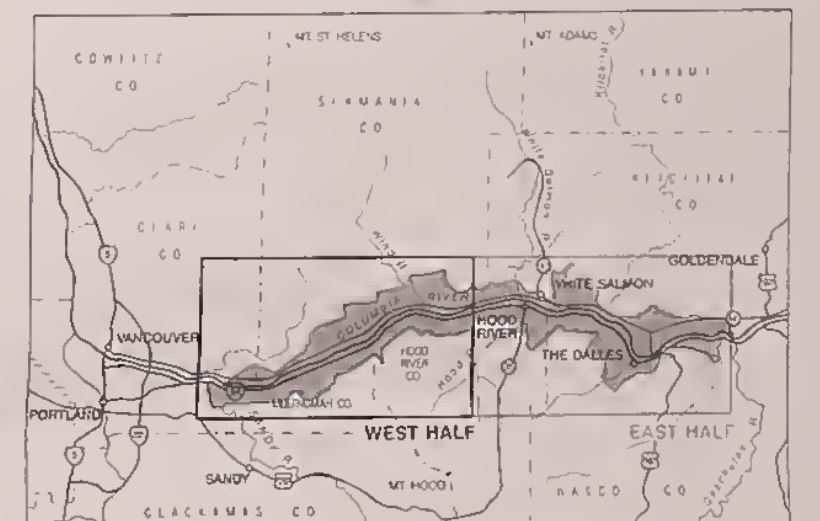
## Management Plan Landscape Settings 1992

### LEGEND

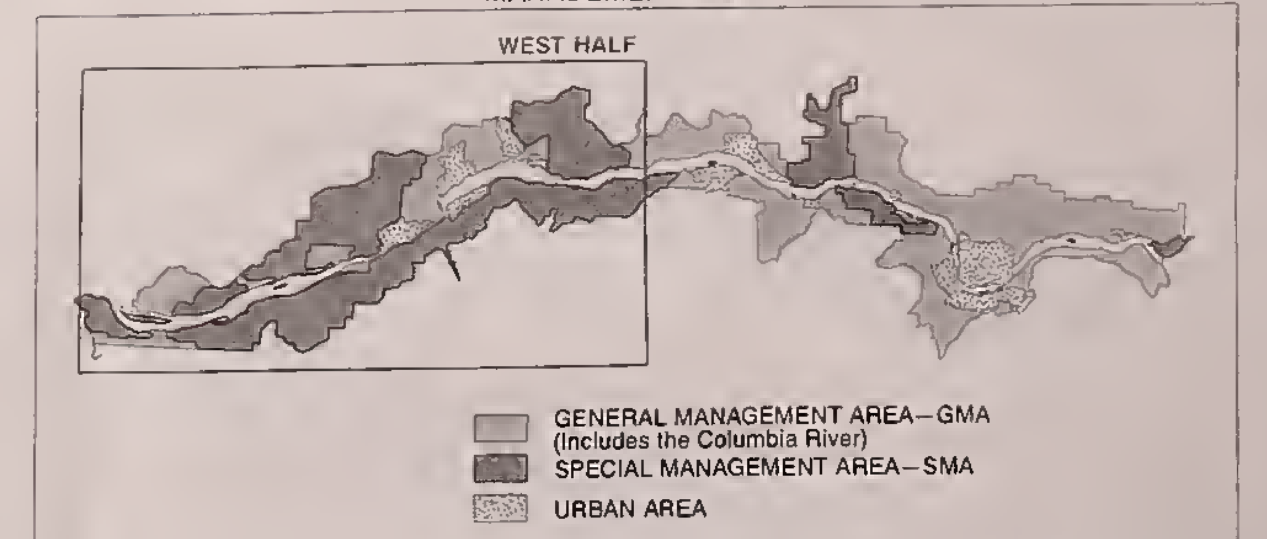
- |  |  |   |
|--|--|---|
|  GORGE WALLS, CANYON-<br>LANDS, AND WILDLANDS |  RESIDENTIAL                                  |  SMA BOUNDARY                     |
|  CONIFEROUS WOODLANDS                         |  RURAL RESIDENTIAL                            |  GMA BOUNDARY                     |
|  RIVER BOTTOMLANDS                            |  RURAL RESIDENTIAL IN PASTORAL                |  STATE LINE                       |
|  PASTORAL                                     |  RURAL RESIDENTIAL IN CONIFEROUS<br>WOODLANDS |  COUNTY LINES                     |
|  OAK WOODLANDS                                |  RURAL RESIDENTIAL IN OAK<br>WOODLANDS        |  PUBLIC LAND SURVEY SECTION LINES |
|  GRASSLANDS                                   |  B.I.A. TRUST LANDS                           |  TOWNSHIP AND RANGE LINES         |
|  VILLAGE                                      |  COLUMBIA RIVER                               |  PRIMARY HIGHWAYS                 |
|  |  |  SECONDARY HIGHWAYS               |
|  |  |  LIGHT DUTY ROADS                 |
|  |  |  PERENNIAL STREAMS                |



### LOCATION MAP



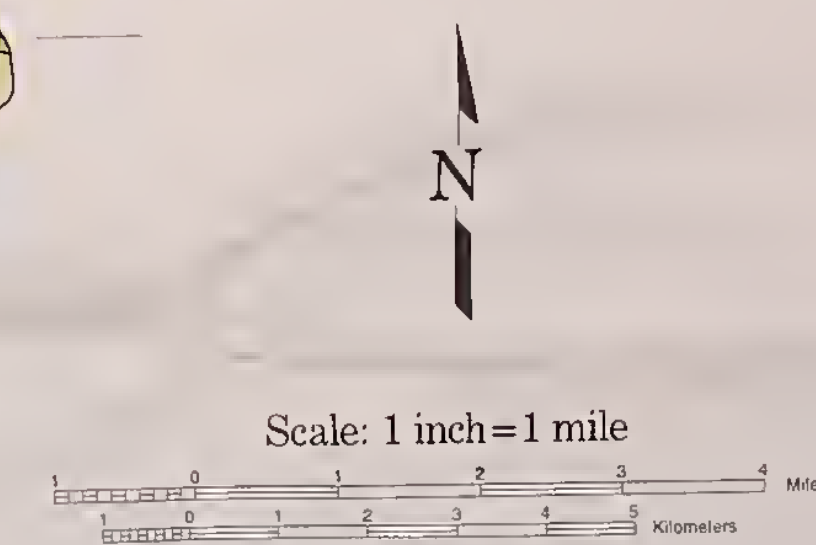
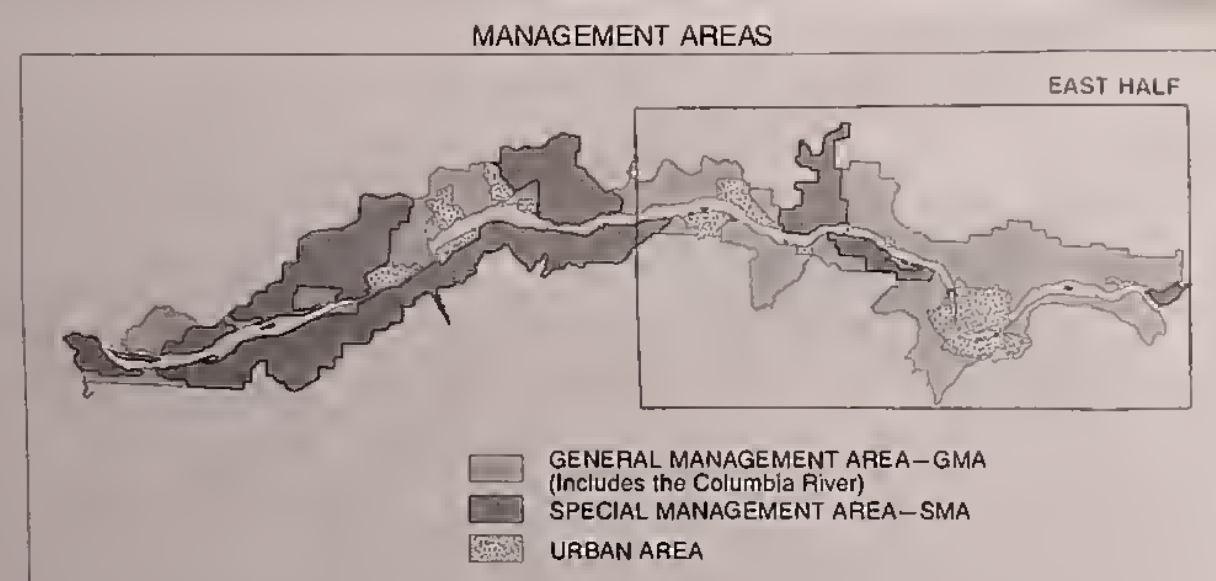
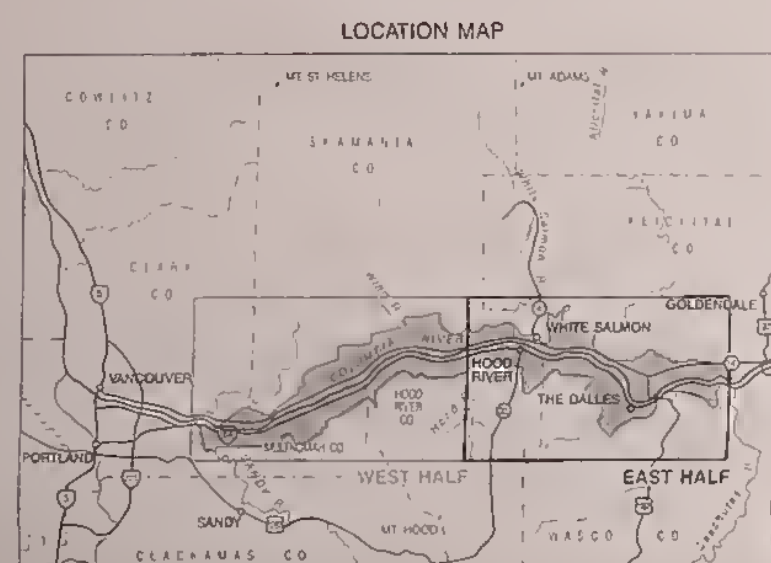
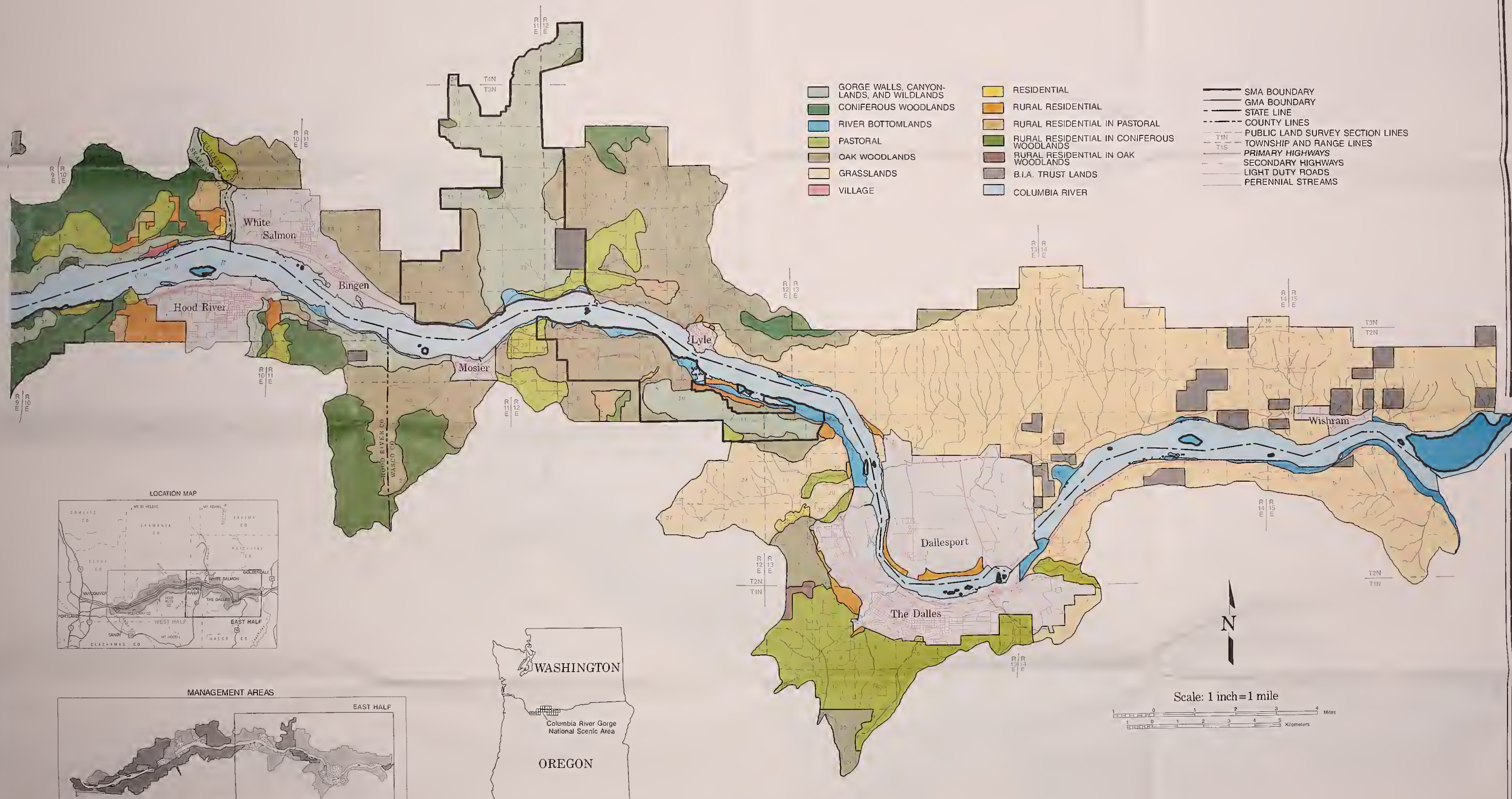
### MANAGEMENT AREAS



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